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**"The Purpose of The City Club of New York shall be to
aid in Securing Permanent Good Government
for the City of New York."**

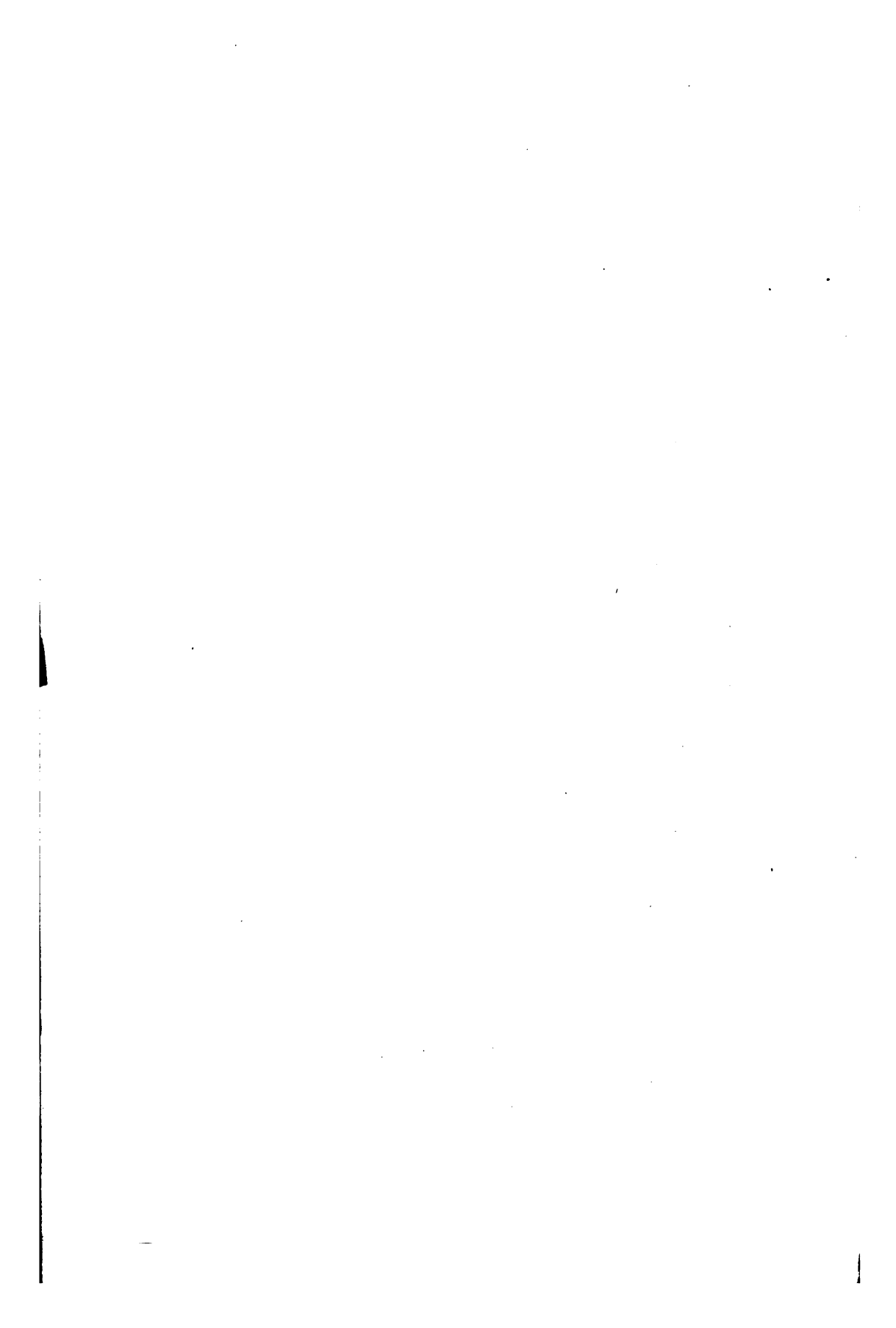
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Thirteenth Annual Report
of the
City Club of New York

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One Year's Work

THE present year has been a notable one in the history of the City Club—notable in achievement on the lines of the Club's purposes, as well as in the continued up-building of the Club itself. It has been the first complete year in which the Club has been established in its new home; also the first complete year during which the executive work has been under its present management.

The success and prestige that the Club has attained in municipal affairs must be attributed largely to the conservatism and fairness with which it has dealt with every subject brought before it. But though conservative, in the sense that it has avoided undue haste in reaching or acting upon its conclusions, the Club's action, when a line of policy has been determined, has been aggressive and uncompromising. It has had the support of public opinion in its important undertakings in a remarkable degree—a support reflected, it is felt, in the character of its constantly growing membership. The Club, in brief, is fulfilling what, in a sense, is its main purpose—that of serving as a natural centre of the city's civic activity and interest.

The Club is not a political organization in the ordinary sense, but is non-partisan, its membership being composed of Independents, Democrats, and Republicans. Its work is civic rather than political. Its membership, which now amounts to 1157, includes, with but few exceptions, all the men who have been prominently identified in recent years with the effort to give New York City a clean, businesslike administration and to protect its interests against legislative attack. The Club is at once an organization for social ends and for civic reform.

The Club's two main lines of work are watching the work of

the State Legislature—helping to defeat bad legislation affecting New York City and securing the passage of good legislation—and carefully studying the work of the various branches of the municipal government, securing the correction of abuses where abuses exist and stimulating municipal officers to progressive and constructive work.

Among the Club's achievements during the past year are the following:

It prepared and secured the passage of the law extending the term of the Mayor, Comptroller, the Borough Presidents, and the President of the Board of Aldermen from two to four years, thus doing away with political campaigns every two years and permitting each city administration to accomplish important public improvements and to carry out a definite policy.

It, single-handed, defeated the attempt made to decentralize and destroy the whole scheme of the city government.

It has prevented the destruction of the parks of the city by defeating the plan to construct a railroad through one of the most beautiful portions of Bronx Park and through other parks in the city.

It has prevented the construction of new elevated railroads in the congested quarters of the city, as well as the extension of the existing elevated roads in those neighborhoods, thus protecting the health and comfort of a quarter of a million of people.

It has formulated and presented definite plans for the solution of the Brooklyn Bridge problem, and has done important constructive work in preventing the creation of similar conditions in connection with the new bridges.

It has helped to secure legislation seeking to end the disgraceful conditions by which applications for franchises have been "held up" for indefinite periods in the Board of Aldermen, and has secured the passage of legislation safeguarding the conditions under which future franchises may be granted.

It originated the joint movement of civic bodies for securing an adequate water supply for the city and succeeded in so arousing public sentiment that the City and State administra-

tions have taken active steps toward the solution of this important problem.

It focussed attention on the betrayal of the city's interests in the lighting contracts made some time ago by the Commissioner of Water, Gas, and Electricity.

It has made an important contribution to the study of police administration, and suggested remedies for the solution of some of the problems connected therewith.

It inaugurated the movement for the abolition of those vile resorts known as "Raines Law Hotels," and, in co-operation with other organizations, secured the passage of legislation which is now accomplishing this end.

It exposed the connection existing between the pool-rooms and the Western Union Telegraph Company and presented to the community the moral issues involved, with the result that the Western Union Telegraph Company has abandoned this unlawful and immoral business.

It has actively opposed and helped to defeat measures which would have provided old-age pensions for all city employees, irrespective of age or disability, and which would have involved a heavy and unnecessary burden upon the taxpayers of this city.

It has defeated legislation which would have saddled upon the taxpayers of New York an unnecessary annual increase of \$1,000,000 in the salaries of city employees.

It has studied conditions in the municipal courts and proposed legislation intended to cure existing evils in those courts.

It prepared and secured the passage of a measure giving the Police Commissioner full authority to regulate street traffic.

It has offered definite plans for the solution of the so-called "Pushcart Problem," and upon its suggestion a commission to investigate this important subject has been appointed by the Mayor.

It has constantly guarded the city's interests by watching legislation at Albany. Every bill that is introduced in the Legislature is carefully scrutinized by the Club's Legislation

Committee. What this means can be best understood when it is known that during the session of 1905 there were 3936 bills introduced. Of the bills which the Club opposed, ninety-two per cent. failed to become law; of the bills which the Club favored, forty-five per cent. were enacted.

It has helped to defeat serious attempts made to break down the beneficent provisions of the Tenement House Law and of the Child Labor Laws.

The Club is equally active in watching the municipal administration. It studies closely, and in detail, the work of the Board of Estimate and Apportionment, the Rapid Transit Commission, the Park Department, and other branches of the city government. During the last twelve months the Club has been able to secure the co-operation of the city administration quite as often as it has been necessary to oppose it.

In all of these movements the Club has worked in the closest co-operation with other organizations; in many cases the initiative has been with the Club and in most of them it has led; in others the Club has been simply one of a number of organizations working together to accomplish definite results. The Trustees desire to make the fullest acknowledgment to the organizations associated with the Club in its various phases of work, and especially wish not to claim credit for the Club's alone being responsible for what has been done.

A FOUR-YEAR TERM FOR THE MAYOR AND OTHER CHIEF OFFICIALS

No piece of work in which the Club has been engaged during the past year has seemed to the Trustees of more importance in its ultimate results than the work done in changing the duration of the term of office of the Mayor, the Comptroller, the President of the Board of Aldermen, and the five Borough Presidents—that is, the city administration—from two years to four years. Irrespective of the question as to what political party might be

in power, it was felt that it was impossible for any administration to fully demonstrate its efficiency in the short period of two years. All the heads of departments in the Low administration left office firmly convinced that in this short period it was impossible to reform the city government or to make much material progress in new undertakings.

The desirability of returning to the four-year term was presented by the Secretary to the Board of Trustees shortly before the first of January, and he was authorized to prepare a bill and have it introduced in the Legislature accomplishing this result. Before entering upon an extended campaign in regard to this subject, it was thought wise to secure the practical co-operation of the dominant political party in the Legislature, and to that end several interviews were had with local Republicans. As a result of these conferences an agreement was reached between the Club and the Republican County Committee by which a bill of this nature should be introduced and should be favored by both organizations. Accordingly, such a bill was drawn by the Secretary of the Club, and was introduced on March 9th by Assemblyman Agnew (Assembly Bill No. 1699). Shortly after its introduction the views of prominent persons, and especially of the heads of departments in the Low administration, were obtained and presented to the members of the Legislature. The sentiment for the proposed change was practically unanimous. Shortly afterward a symposium, giving the views of prominent persons, ex-mayors and leading officials, was printed in the *Tribune* on April 2d, setting forth the arguments for and against this plan. The arguments for the four-year term for the city administration cannot be better presented than by quoting some of these opinions.

Ex-Mayor Seth Low said:

"The argument in favor of the four-year term for the Mayor of New York seems to me irresistibly strong. It is hardly too much to say that under the present charter the Mayor is likely to be obliged to leave his office, and the commissioners of his appointment with him, just as they have

become thoroughly well equipped to do the work for which they have been elected. No one, no matter how capable, can thoroughly understand the problems of the city until he has been in a position to observe them from the inside for at least a year. Immediately after the end of his first year, the new campaign begins and everything that he proposes and everything that he does, from that time on, is likely to be interpreted solely from a political point of view."

Ex-Mayor Thomas F. Gilroy said:

"It is a simple question. The Mayor must have time both to learn his business and also to do it. In two years he little more than becomes acquainted with his work. If the citizens elect a bad Mayor for four years, they will become so disgusted that they will not be likely to do such a thing again. When voting for a man who is to serve a long term, citizens will use greater care and better judgment."

In presenting other arguments in favor of the change, it was pointed out that under the short term of two years it was practically impossible for the city administration to plan, carry out, and complete any great public improvement; that the administration could not even build a new school building in two years; that it took longer than that to determine upon the site, prepare the plans, and have the building completed. In a similar way, it was shown that it was impossible for an administration to create small parks, or to establish public baths, or to carry on other needed public improvements.

Constant changes in administration every two years have an unsettling effect upon municipal administration and prevent the carrying out of definite policies. The effect on the employees of the city in having the administration changed every two years is very undesirable, as it leaves them in a constant state of unrest, fearing that at any time they may be disturbed in their positions by a new administration.

On the other hand, the advantages gained by the four-year term are: expert knowledge of municipal administration; continuity of policy; the accomplishment of definite public

improvements by one administration; the prevention of frequent changes in the personnel of the city's employees; the complete separation of municipal and national elections, by having the former come one year after the latter instead of before them; the carrying on of a political city campaign but once every four years.

At one period it was extremely doubtful that the bill could be passed owing to a factional fight between two of the State leaders, and it appeared almost at the eleventh hour that this measure would fail. Owing, however, to the efforts put forth by the Club, the bill was finally passed and received the approval of both Mayor McClellan and Governor Higgins.

AN ATTEMPT TO DECENTRALIZE THE CITY GOVERNMENT

One of the most daring attempts ever made by a political organization to sacrifice the interests of the city to its own petty political schemes was made during the past session of the Legislature in the attempt to pass the so-called Brooklyn "Autonomy" Bill.

The bill proposed to give to the Presidents of the several Boroughs the right to appoint the deputy commissioners of each one of the large city departments, these deputies to be answerable to the Borough Presidents and not to the Mayor; for example, instead of the Police Commissioner appointing a deputy to have charge of the work of the Police Department in the Borough of Brooklyn, the Borough President would, under the proposed scheme, have appointed this deputy, who could not be removed by the Police Commissioner and who would not be accountable to him but to the Borough President, although the Police Commissioner would have been held responsible for the conduct of the Police Department. The bill extended this principle to all the large city departments—in a word, if this measure had been passed it would have completely undone consolidation, except in regard to the finances of the city.

While in the guise of giving home rule or autonomy to the various boroughs of the greater city, the bill was really a grab for political patronage, its proponents being apparently quite willing to sacrifice the entire scheme of the government of New York City and its successful administration to the accomplishment of their purpose to strengthen local political parties in the Borough of Brooklyn. For some weeks prior to the introduction of the bill it was widely discussed in the Brooklyn newspapers and heralded as a "home-rule" measure, so that the people in Brooklyn were led to believe that the bill had no other purpose than to give them local self-government.

The circumstances connected with the bill's introduction were quite characteristic of the purposes of its introducers. Although introduced by a Republican Senator (Senator Gardner, Senate Bill 406), it was well understood that the bill came from Senator McCarren, the leader of the Democratic party in Brooklyn, who was, at that time, engaged in an extremely bitter fight against Tammany Hall. Had the bill succeeded, its effect would have been to have built up a vast political machine for the Democrats in Brooklyn and would have so strengthened the hands of Senator McCarren as to have made him invincible in his fight against Tammany. The Brooklyn Republicans had very shrewdly joined hands with the local Democrats in this movement, expecting to benefit greatly by it whenever they should come into power in Brooklyn, having by this means practically increased the amount of local patronage a hundred-fold. The bill, therefore, had behind it the full strength of the Republican and Democratic organizations of Brooklyn. It also had the vigorous support of the entire press of Brooklyn, and, until its real provisions were thoroughly understood, it also had the support generally of most Brooklyn men. Few people in New York were aware of the serious effect that it would have had upon the city government had it been passed, until the City Club exposed the bill's real provisions and started a campaign against it. The Club had to wage its fight for the defeat of this measure practically single-handed.

When the bill was first introduced its proponents were quite confident of its passage, an understanding having been reached politically that the bill should be passed by the Legislature and sent to Mayor McClellan, so as to put him in an embarrassing position. Although the most vigorous efforts were made every week at the meeting of the Cities Committee of the Senate to have the bill reported favorably, the Secretary of the Club succeeded in preventing such report. On account of the attitude taken by the Club, the Club was bitterly assailed by some of the Brooklyn newspapers and even charged with being an ally of Tammany Hall. This, in view of the Club's history and purposes, was extremely interesting. When the campaign against this measure was at its height, ex-Mayor Low addressed the following letter to the chairman of the Senate Cities Committee, setting forth the views of the members of the Commission that had framed the Greater New York Charter:

" March 16th, 1905.

"Hon. Horace White,

"Chairman of the Committee on Cities,

"Senate Chamber, Albany, N. Y.

"MY DEAR SENATOR:

"In view of the radical changes proposed to be made in the Greater New York Charter by Senate Bill No. 406, introduced by Senator Gardner, it seemed wise for a Conference to be held to discuss this measure, of members of the Commission that framed the Greater New York Charter and of the Commission that revised it. At the suggestion of several who had served upon either one Commission or the other, such a Conference was held yesterday at the office of General Tracy, by his invitation. All the living members of the two Commissions were invited, except those who had been *ex-officio* members. Those who attended the conference were:

"General Tracy, William C. DeWitt, Silas B. Dutcher James L. Wells, James McKeen, Isaac M. Kapper, Frank J. Goodnow, George Cromwell, and myself.

"By the request of all present, I was asked to write to you to say that, in the judgment of every one of us, the proposal to give to the Borough President the appointment of all the deputies in the various departments would go far to disintegrate the consolidated city, were it to be carried into effect. We all appreciate, naturally, that none of us has any special authority to speak upon Charter questions, and yet we have believed that the Legislature would not be unwilling to know that, in the opinion of those who took part in the Conference, the bill under discussion is absolutely fatal to the whole scheme of the Charter and to the welfare of the consolidated city. In case of need, we should welcome an opportunity to present to your Committee, more at length, the reasons for this objection, should such a course appear to you desirable.

"Yours very truly,

"SETH LOW."

This action played a most important part in giving the bill its quietus.

Although there are many civic organizations in New York interested in the city's welfare, it is noteworthy that the City Club was the only organization sufficiently interested in this subject to carry on a campaign against it.

PRESERVATION OF THE PARKS

Late in the year 1904, the Trustees, having had their attention called to certain dangers threatening the park system of the city, and appreciating the importance of giving constant and skilled attention to this subject, authorized the appointment of an additional assistant secretary to devote his time to this particular work. The wisdom of this step was almost immediately demonstrated by a situation which arose in Bronx Park.

A RAILROAD THROUGH BRONX PARK PREVENTED

On December 29, 1904, Mr. William Barclay Parsons, then Chief Engineer to the Board of Rapid Transit Commissioners, submitted a report for the extension of the subway system through the Borough of the Bronx; his recommendations contemplated extending the present elevated railroad, from its terminus at 180th Street and the Boston Road, through the centre of the lower portion of Bronx Park by means of an elevated railroad for a considerable distance, descending on a gradient to an open cut, then gradually disappearing in a subway beneath the surface of the park, and again emerging to the surface at the Bronx River. The plan further involved the construction of a railroad bridge across the Bronx River, at one of its most beautiful points.

Although the law absolutely forbade the construction of a railroad through a park (excepting a subway under a park), Mr. Parsons did not hesitate to recommend to the Rapid Transit Commission this form of construction, it apparently being his purpose to get legislation at Albany which would make this possible.

The City Club immediately took up this matter and, after ascertaining in detail what was contemplated, proceeded to organize public sentiment against this plan. Numerous consultations and interviews were had with various persons and representatives of organizations in the Bronx interested in the preservation of Bronx Park. The co-operation of the Director of the Botanical Gardens, and his associates, and also of the Director of the New York Zoölogical Society, was enlisted at the start. The leading civic organizations in the Bronx were also aroused to action, especially the North Side Board of Trade and the Taxpayers' Alliance.

Photographs showing the present beautiful portions of the Park which would have been destroyed by the proposed railroad, as well as photographs showing the very beautiful falls of the Bronx River, at the point where it was proposed to

construct a railroad bridge, were secured and published in special articles in the daily papers.

At a critical moment on January 10th, a conference of various organizations was called at the City Club to oppose the plan. The conference was largely attended by representatives of various organizations, and resolutions were adopted strongly protesting against the project. After the conference and previous to the public hearing before the Rapid Transit Commission, which was scheduled to be held on January 12th, over two thousand letters were sent out from the City Club to various prominent citizens calling their attention to this objectionable scheme and urging them to write to the members of the Rapid Transit Commission protesting against this desecration of the park by the construction of a surface railroad. In a word, public sentiment was aroused to the highest pitch, and that sentiment was made manifest in the most effective way to the members of the Rapid Transit Commission.

The campaign was carried on so aggressively and with so much effectiveness that, on the day set for the public hearing before the Rapid Transit Commission, Mr. Alexander E. Orr, the Chairman of that Commission, before the matter could be discussed, made a preliminary statement to the effect that the proposal of the Chief Engineer to construct a railroad through Bronx Park had aroused so much opposition, and the Commission was so impressed by the fact that the public were opposed to the plan, that he wished to state that no hearing would be necessary, and that Mr. Morris K. Jesup, a member of the Commission, would offer a resolution expressing the attitude of the Commission in regard to this matter.

Mr. Jesup then offered a resolution to the effect that the Rapid Transit Commission was unalterably opposed to the construction of any railroad through Bronx Park.

The campaign started by the City Club, for the preservation of Bronx Park, was thus won in a few weeks, although, at the beginning of the fight, the chances for its success were poor. Had it not been for the Club, this plan to construct a railroad through Bronx Park would undoubtedly have been carried out.

OBJECTIONABLE PARK LEGISLATION DEFEATED

On January 11, 1905, Assemblyman Ellis, of the Bronx, introduced in the Legislature a bill (Assembly Bill No. 35) entitled, "An Act to *prohibit* the construction of an elevated railroad, or railroads, on any public park, in any city of one million inhabitants or over, without the consent and approval of the Mayor and Common Council of said city."

Ostensibly, this legislation was in the interest of the preservation of the parks, and, to the ordinary person not familiar with the methods of some legislators, would have seemed to be a bill entirely in the interests of the community. The exact reverse was the case. The bill was ingeniously drawn so as to make possible the construction of a surface railroad in any park in the city of New York. As it was introduced by an Assemblyman from the Bronx and just at the time when the plan of Chief Engineer Parsons, of the Rapid Transit Commission, to construct an elevated and surface railroad through Bronx Park was pending, there was no other conclusion to be drawn but that it was an important part of this scheme.

The proposed bill was a very simple one, consisting of but six lines of print, and read as follows: "The construction and operation of any steam railroad, elevated railroad, or electric railroad or other motor power through any public park or public place, in any city containing a population of one million inhabitants or over, without the consent of the Mayor and Common Council of said city, is hereby prohibited."

If there had not already been legislation on this subject, the bill would have seemed to have been a first step in the right direction; but when it is considered that Section 4, of Chapter 4, of the Laws of 1891 (the Rapid Transit Act), specifically forbids any surface or elevated railroad through a public park, the vicious nature of this bill is at once seen, for it would have substituted for the absolute prohibition of a railroad in a park, the right to construct one with the consent of the Board of Aldermen and the Mayor.

The purpose and effect of the bill were at once recognized by the Club, and public attention was immediately called to it by advising the editors of the various papers, and the whole subject was thoroughly ventilated in the press.

A hearing on this measure was had before the Committee on Cities of the Assembly, at Albany, on February 22d. As a result of previous conferences and numerous letters sent out by the Club, calling attention to this bill's bad provisions and urging all persons interested in the preservation of the parks to make their opposition evident, a large delegation went to Albany to oppose the bill.

So strong a presentation was made that not only did the Committee refuse to report the bill favorably, but the introducer of the bill publicly abandoned it, and asked leave to withdraw it, stating that he found that the measure would accomplish a result not in the public interest. Notwithstanding this action, this measure was carefully watched throughout the entire session of the Legislature, so that, if it came to life again, it could be immediately killed.

A TENEMENT PARK SAVED

During the first week of March the Club learned that a plan had been proposed by the Bridge Commissioner for the construction of a so-called elevated "loop," or railroad, connecting the Williamsburg Bridge on the Manhattan side with the Brooklyn Bridge, extending for a portion of its route along the edge of Mulberry Bend Park. This park, located in the Italian quarter in one of the most congested districts, is one of the most beautiful small parks in the city and was secured only after ten years' constant effort and agitation. To have destroyed its quiet and repose with the noise of elevated trains rushing past it every few minutes would have been shortsighted policy on the part of the city, and would have worked great hardship to the tenement dwellers in that district.

The Club organized so effective an opposition to this plan as to make its carrying out impossible.

TRANSIT

During the year the Club has given especial attention to a number of matters connected with the transit problem. The most important work was the leading of the opposition to the construction of an elevated railroad through the centre of Delancey Street, for the purpose of connecting the Williamsburg Bridge with the Brooklyn Bridge on the Manhattan side. Had the plan just alluded to been adopted, it would have meant the construction of a new line of elevated railroad through the heart of the most congested section in the world, and would have inflicted upon the tenement house population on the East Side of Manhattan an irreparable injury, increasing the prevalence of tuberculosis and making life intolerable for thousands of people.

AN ELEVATED RAILROAD ON DELANCEY STREET
PREVENTED

This plan in one form or another had been put forward by the officials of the Bridge Department for several years past, and numerous efforts had been made to carry it out. It was presented now as a means of relieving the congestion and crowding at the Manhattan end of the Brooklyn Bridge, its advocates claiming that if trains could come over the Williamsburg Bridge and proceed in a continuous journey across the Brooklyn Bridge and back again over the Williamsburg Bridge, this problem would be solved.

At the time when the Club began its fight, the prospects of defeating the scheme seemed almost hopeless. Behind the plan was the practically unanimous public sentiment of the Borough of Brooklyn; the Brooklyn newspapers demanded its adoption, and nearly all the civic organizations and property owners' associations in Brooklyn were in favor of it; moreover, a Brooklyn citizens' committee, known as the Committee of Twenty-five, had been formed to carry it through, with a

number of Brooklyn's leading citizens at its head, and having the active co-operation of the Borough President, Martin W. Littleton, and his associates. In addition to these interests was the very powerful influence of the Brooklyn Rapid Transit Company. Moreover, the President of the Rapid Transit Commission, Mr. Alexander E. Orr, and a number of the members of that Commission were known to favor the project.

The Secretary of the Club, upon learning that the President of the Rapid Transit Commission had denied a public hearing to the representatives of the East Side Civic Club, a leading civic organization of the East Side of Manhattan, and that it was planned to put through the whole project at the meeting of the Rapid Transit Board to be held on March 9th, at once addressed a communication to Mr. Orr, as President of the Rapid Transit Commission, demanding a public hearing on behalf of the City Club and other organizations. This letter was given to the press and was so worded that a hearing could not have been denied without subjecting the Rapid Transit Commission to serious criticism. A hearing was accordingly granted on March 9th, and at the request of the Club was postponed until March 16th.

A vigorous and aggressive agitation was immediately started; and a call for a conference sent out to members of all the important civic organizations in the city. This conference was held at the City Club on March 13th and was attended by about sixty persons representing the leading civic and charitable organizations in Manhattan, and resolutions were adopted protesting in the most vigorous language against the adoption of the proposed plan.

It was felt by the Club that if this plan were to be defeated it could only be done by submitting to the Rapid Transit Commission alternative plans for the solution of the Brooklyn Bridge problem, and that mere negative opposition would fail.

Accordingly, the whole Brooklyn Bridge problem was studied by a Special Committee of the Club, consisting of William C. Redfield, Chairman, William A. Clark, and Lawrence Veiller,

and a number of alternative plans were worked out and were presented in a printed brief submitted at the hearing before the Rapid Transit Commission on March 16th. In this brief the objections to the elevated loop on Delancey Street and Baxter Street were thoroughly discussed, and various remedies for the relief of conditions at the Brooklyn Bridge suggested.

The Committee, after pointing out that there should be no terminals at the ends of bridges, presented several recommendations as a solution for the congestion at the Brooklyn Bridge, viz:

A four-track trolley-car subway, running under City Hall Park and continuing under Warren Street to the Hudson River, turning in a loop at this point and returning along the same route. Engineers' plans, showing the grade that would be necessary to carry out such a project, were presented with a report that it was entirely feasible to build such a subway and to thus remove entirely from the Brooklyn Bridge the present conditions which exist in connection with the terminal of the trolley cars. Under this plan, passengers leaving the cars in the morning and taking them again at night, instead of having only one point of access and of egress, would have five different points. The first station was to be located on the east side of Broadway, so as to discharge the crowds into the broad space of City Hall Park, thus permitting passengers to take the Broadway cars either north or south. Other stations were to be at Warren Street and West Broadway, permitting passengers to go north or south on the Sixth Avenue surface cars and but one block from the station of the Sixth Avenue elevated road at Chambers Street; another station at Warren and Greenwich streets, exactly at the point of the Ninth Avenue elevated station, while the final station would have given access to the Chambers Street ferry.

For the solution of the problem presented by the elevated trains coming over the Bridge to and from Brooklyn, two plans were submitted, one a plan by which the present elevated road terminating in the City Hall station should be continued over the Brooklyn Bridge, looping on the Brooklyn side, with the trains

returning to Manhattan. The other plan was much simpler and was for the city authorities to seek to bring about a joint traffic agreement between the Interborough Company in Manhattan and the Brooklyn Rapid Transit Company in Brooklyn, by which the cars of the two companies should run interchangeably over the lines of each road. By this method persons could take a train in the Bronx and ride to Coney Island without changing cars. There would also be no terminal at the Brooklyn Bridge, as all trains would be "through" trains.

The report of the Committee also suggested that the trolley cars which now come over the Williamsburg Bridge should run into a subway under Delancey Street and all the way downtown to the southern end of Manhattan, running under Nassau Street, thus permitting the great population which finds its places of employment in the large office-building districts to have access to a quick trolley service on an unobstructed line directly to the Williamsburg section.

Other solutions that were offered were to divert some of the existing traffic on the Brooklyn Bridge by furnishing ferriage to trucks and teams at greatly reduced rates. It was also recommended that the existing elevated tracks on the Williamsburg Bridge be lowered and that the elevated trains which run over that bridge from Brooklyn should run into a subway under Delancey Street on the Manhattan side. The Committee also urged upon the Rapid Transit Commission the prompt carrying out of the general subway plans which had been presented to the Commission by its Chief Engineer, Mr. George S. Rice.

At the hearing before the Rapid Transit Commission on March 16th both sides were heard at great length and presented their case in the strongest possible way. Prior to the hearing over three thousand letters had been sent out by the Club to various prominent citizens, urging them to express to the members of the Rapid Transit Commission their opposition to the plan. Important conferences were also had with Mayor McClellan, Comptroller Grout, and other members of the Rapid Transit Commission, urging them to defeat the plan.

As a result of this action the Rapid Transit Commission finally voted down the proposed "loop," and the scheme for an elevated road on Delancey Street and Baxter Street was defeated, thus saving Mulberry Bend Park from destruction, and making possible the creation of a fine parkway on Delancey Street.

A PERPETUAL FRANCHISE PREVENTED

Early in December the attention of the Club was called to the application of the New York and New Jersey Tunnel Company, then pending before the Rapid Transit Commission, for an extension of their tunnel from its terminal at Christopher Street near Greenwich, along Sixth Avenue to 33d Street. This application, as originally presented to the Rapid Transit Commission, involved the granting of a perpetual franchise from Christopher Street to 33d Street, and the use of the sub-surface of one of the most important longitudinal streets of the city from the point of view of transit development.

When the Pennsylvania Railroad Company sought in 1903 to enter Manhattan and construct its new terminal station, the Rapid Transit Act was amended so that railroads of this character could have a perpetual franchise to a suitable terminus in New York City. The application of the New York and New Jersey Tunnel Company for a perpetual franchise in so far as it affected the terminus of the road, therefore, was analogous to the franchise which had been granted to the Pennsylvania Railroad some years previously. The extension, however, of this road from Christopher Street under Sixth Avenue to 33d Street could not be regarded in any other light than the development of a new longitudinal line, and the granting of a perpetual franchise for this portion of the route, therefore, seemed to the Club against public policy.

Accordingly, on December 15th, a letter was addressed to the President of the Rapid Transit Commission, stating that the Club was opposed to the granting of a perpetual franchise and requesting an opportunity to be heard. A few days afterward

a public hearing was had at which the Secretary of the Club appeared.

As a result of the opposition of the Club and the Municipal Art Society and other organizations, the application for a perpetual franchise for the portion of the route from Christopher Street up to 33d Street was not granted, and the franchise ultimately granted was restricted to twenty-five years, with the exception of a short section near the river, which was held by the Rapid Transit Commission to be in the nature of a terminal, the action of the Commission in this regard being in accordance with the precedent established in connection with the granting of the franchise for the Pennsylvania Railroad Terminal in 1903.

FURTHER EXTENSIONS TO THE ELEVATED RAILROAD OPPOSED

At various times the Interborough Railway Company, which controls the elevated roads and also the subway in Manhattan, has sought to secure additional tracks on its existing elevated roads, especially on the Second and Third Avenue lines, so that it might operate "through" express trains from the Bronx upon these additional tracks, reserving the existing tracks for their local service.

In a report made to the Board of Rapid Transit Commissioners by their then Chief Engineer, William Barclay Parsons, under date of December 29, 1904, there was a recommendation for the reconstruction of the Second Avenue elevated line by building it with four tracks, carrying the two additional tracks over the present elevated system from Chatham Square to City Hall.

Early in February the Club, having learned that this project was about to be pushed with considerable vigor by the Interborough interests and that the plans contemplated the construction of a "double-decked" elevated road, the two additional tracks to be placed above the existing tracks, addressed a communication to the President of the Rapid Transit Commission asking to be informed as to what plans were before the

Commission in regard to this subject. On February 18th the Interborough Company applied to the Rapid Transit Commission for permission to construct this double-decked structure along the Third Avenue line from 154th Street to 129th Street, and along the Second Avenue line from 129th Street as far south as Third Street and thence by a new subway to City Hall.

This matter was referred to a sub-committee on Plan and Scope of the Rapid Transit Commission and the arguments in its favor were fully presented to that sub-committee by the officers of the Interborough Company. The sub-committee made an adverse report.

In April a letter was sent by the Secretary of the Club to Mr. Orr, stating that the Club concurred in the conclusion reached by the Committee on Plan and Scope in reporting adversely against this plan, and stating that if the adverse report of this committee was not likely to be sustained by the Rapid Transit Commission as a whole, the Club requested a public hearing and an opportunity to present their arguments in opposition to the plan.

Shortly after, a further petition by the Interborough Company was filed for a special hearing on this subject before the full Board. At this public hearing, held on April 13th, the exact details of the plans proposed by the Interborough Company were presented to the public for the first time.

These plans, in brief, were these: To place two express tracks above the present tracks on the Second Avenue line from 150th Street to 122d Street—a double-decked arrangement; from this point they were to be brought gradually to the level of the existing tracks; at about 92d Street the tracks would again ascend, reaching a level at 86th Street eleven and one half feet above the existing tracks, where there would be an express station; at or near 80th Street the express tracks would again reach the level of the local-service tracks; this same process of ascent and descent of the express tracks was to be repeated at 42d Street, where there would be another express station. At Third Street and First Avenue the express tracks were to run

over the local tracks and from this very considerable height would descend on a gradient, over private property, and run into a subway beneath Second Avenue. This subway would then extend under Chrystie Street to Canal Street to Centre Street to Chambers Street to West Street, with a loop on West Street, making a subway of about a mile and three quarters in length.

In connection with this plan the officers of the Interborough Company offered to furnish free transfers from the elevated to the subway, and further agreed to take down these new express tracks, without expense to the city, at the expiration of twenty-five years.

A full hearing was had in regard to this application before the Rapid Transit Commission on April 28th. Prior to this meeting the Club had organized a very vigorous opposition to the movement, having called meetings of various other organizations and sent out numerous letters to individuals interested, urging them to oppose the project before the Rapid Transit Commission.

The Club's opposition was made upon the ground that the further extension of elevated roads in the congested quarters of the city was extremely undesirable and against the interests of the community; that it increased tuberculosis and other diseases by shutting off light and air; that the increased noise made life unbearable for the tenement-house dwellers; and that its tendency was to transform the streets through which it ran into disreputable neighborhoods. That, furthermore, the extension of the elevated roads would discourage the construction of future subways; that as the existing franchise of the elevated roads of Manhattan was a perpetual franchise, any extension that might be granted would also be perpetual; that the agreement to take down the structure in twenty-five years was not made in good faith and would not be carried out as the elevated road was an integral part of a subway of nearly two miles in length, and that if the elevated road were taken down, this subway, constructed at great expense, would be of no value. That the

petitioners had not come into court with clean hands, inasmuch as they had constructed third tracks at many points of their elevated lines without warrant of law and for which they had paid the city no compensation, and that until they had compensated the city and obtained a franchise for this unlawful occupation of the city streets, no further extensions of such franchise should be granted them.

As a result of the opposition, which was led by the Club, this application of the Interborough Company was denied by the Rapid Transit Commission.

Such persistent efforts, however, have been made by the Interborough Company to secure these additional tracks, that it is believed that this question will be presented during the coming year and that there will exist an equal necessity for the Club's opposition to this plan.

CERTAIN CITY OFFICIAL'S CONNECTIONS WITH PRIVATE CORPORATIONS

On January 18th the attention of the Board of Trustees was called to the fact that Mr. William Barclay Parsons, the former Chief Engineer of the Rapid Transit Commission, had been retained by that Commission as consulting engineer at a salary at the rate of ten thousand dollars a year, and that he had also been retained in a similar capacity by two railroad corporations, viz., the Boston & Westchester Railroad and the New York & New Jersey Tunnel Company. It was pointed out that this seemed to be an impropriety and it was suggested that the Club should investigate the matter. Accordingly, on February 2d, the Secretary addressed a letter to the President of the Rapid Transit Commission, requesting from him information as to the duties of the consulting engineer. An unsatisfactory reply to this communication was received. The question raised, however, by the Club caused the Rapid Transit Commission to raise certain other questions in connection with this appointment and it developed that the position had never been classified

by the Civil Service Commission nor the salary fixed by the Board of Estimate and Apportionment and the Board of Aldermen. These questions having been raised and there being likelihood of public discussion of the matter, Mr. Parsons apparently saw the impropriety of his position and shortly after resigned as consulting engineer to the Rapid Transit Commission, devoting his energies from that time to the service of the private corporations and associating himself shortly after in an important capacity with the Interborough Company.

THE STEINWAY TUNNEL GRAB

During the session of the Legislature there was a number of so-called "grab bills" introduced on behalf of various railroad corporations, all of which were opposed by the Club, working in co-operation with various other organizations especially interested in this subject, notably the Citizens' Union and the Transit Reform Committee of a Hundred. Five different bills were introduced during the session, independently and apparently without connection, but all of which were found, ultimately, to be a most cleverly designed scheme to validate a lapsed franchise.

While all of these bills were opposed by the City Club's Legislation Committee, because of the vague and general way in which they were drawn and of the large powers which they conferred, the complete and full significance of the measures was not appreciated until almost the very close of the legislative session, when their real character was exposed in an article published in the *New York Tribune* under date of April 27th, written by the *Tribune's* special correspondent at Albany. This article declared the scheme to put these bills through the Legislature to be the most audacious attempt that had been made in recent years to pass legislation of this character for the benefit of a single corporation, viz., the Interborough Company.

The article said:

"Five separate bills, one to revive a dead franchise, two to extend the time when it shall begin operations, and two to permit change of grade and abandonment of route are pending, and the purpose of these bills, plainly stated, is to enable the Interborough, by taking advantage of the old Steinway Tunnel franchise, to build a tunnel to the Borough of Queens from its present subway line without being subject to the Rapid Transit Commission, without paying an additional dollar for a franchise, and without any reference to the local authorities.

"The purchase by the Belmont interests of the trolley lines in Queens County was naturally followed by the desire to connect these lines with the New York subway tunnel under the East River. This could be done only by one of two ways—application to the Rapid Transit Commission, with a submission to the laws that have been enacted covering public franchises, or by the purchase of an existing charter or franchise granted prior to the days of the Rapid Transit Commission, and therefore perpetual and unremunerative to the city. The latter course was adopted, and the franchise for the Steinway tunnel was purchased. This charter had been previously hawked about by the executors of the estate of William Steinway, one of whom testified in court that it had been rejected by the Pennsylvania Railroad, by a number of British capitalists, and by other interests as a dead franchise. After thus being neglected for a number of years it was finally sold to a New York lawyer for \$80,000, and through him passed to the control of the Belmont interests.

"Obviously this charter was of questionable value, since it had been declared void by the counsel of the Pennsylvania Railroad, and the first step necessary was to secure the validation of the charter in the points in which it was defective. To do this a bill was sent to the Legislature which was general in character and covered a wide range of defects in railroad charters, and this bill, the keystone of the arch, is the Elsberg bill (Senate Bill 596), which was hitherto believed to apply to the

'New York, Westchester & Boston' charter, but which Senator Elsberg has declared applied to a Queens County case. To trace the connection between this bill and the Steinway charter was at first difficult, but the charge that it applied only to the Westchester was met by Senator Elsberg by an amendment which made it applicable only to charters issued after 1886; that is, excluding from its curing provisions all charters of earlier date than 1887. This disclosed the joker, for the Steinway tunnel charter bears the date of July 30, 1887. Obviously the bill would cover this case. Now, the bill came from Edward Lauterbach, and there is at present before the Legislature, in the hands of members, a brief drawn by Mr. Lauterbach in defence of the Elsberg bill. The description therein contained of the bill says, among other things:

" 'It provides that in case the original certificate of incorporation of any railroad company shall have failed to state anything required by section two, or in any particular shall have failed to comply with its requirements, or if in any of the original, amended, or supplemental certificates any informality exist, or it contain any matter not authorized by law, the corporation may by amended certificate correct the defect.'

"The line 'or it contain any matter not authorized by law' affords a second clue associating the Elsberg bill with the Steinway tunnel, for the franchise was issued for a tunnel under 42d Street, but the charter was issued for a tunnel under 30th Street, hence the informality that might be corrected by an amended certificate. Attention to this same point will be directed in another bill in the series presently. This, then, is the Elsberg bill, sent to Albany by Edward Lauterbach, which has passed the Senate and is now in the Rules Committee of the Assembly.

"The second step in the scheme must be an extension of the life of the grant, for the charter was granted in 1887; no work had been done and the charter must have expired. This was done by a bill introduced by Senator Saxe (Senate Bill 1240),

which provides an extension of time for railroads until 1911 in one special case. The bill provides thus:

" 'Or such roads or railroad company as shall have expended and paid at least a sum equal to \$500 a mile for surveys, cost of location, or right and privilege to bridge streams on the line of the said road intended to be adopted by said company.'

"In 1890 the Steinway tunnel people, whose franchise bore the name of the New York and Long Island Railroad, paid exactly \$500 to the commissioners of the land office for their right of way under the East River, subsequently paying \$75 for referee's fees. Clearly the Saxe bill would prolong until 1911 the hitherto uneventful life of the Steinway tunnel franchise. Not wishing to take any chance on this proposition, another bill was drawn by those engineering this scheme, amending the same section of the railroad law by providing that this extension of time should be granted to any company that had acquired one third of its right of way. Obviously this would help the Steinway franchise, particularly in case a part of their route were abandoned, as the next bill in the series provided. This bill was put in by Senator Raines (Senate Bill 291), and in the Assembly by Louis Bedell (Assembly Bill 309), chairman of the Railroad Committee of that body. Three bills were thus in the field to cover this point.

"The next step was to bring the Steinway tunnel charter franchise into conformity with the Interborough requirements, and this delicate duty was deputed to Senator Goodsell (Senate Bills 617 and 618), whose two "grab" bills have attracted more attention than any other part of the scheme, and alone of all the bills were identified with the Steinway tunnel. The Steinway charter granted the right to build from a point in Brooklyn five miles distant from the Queens Borough end of the tunnel to a point at the intersection of 42d Street and 11th Avenue.

"But with the subway in operation in 42d Street at the Grand Central Station, this was as far as it would be profitable to build the line in Manhattan, while on the other side of the river what was wanted was not the Brooklyn spur, but a

tunnel to connect the Queens County lines with the Manhattan rapid transit system of the Interborough. Senator Goodsell's bill to accomplish this provides:

" 'A railroad corporation may declare any portion of its route, which it may deem unnecessary for the successful operation of its road and the convenience of the public, which shall not have been constructed, to be relinquished or abandoned.'

"Clearly this would cover the Steinway situation, and permit the abandonment of both ends of the Steinway grant, not desired by the Interborough interests. This bill was attacked at the outset as permitting the abandonment of unprofitable routes in the Bronx belonging to the Interborough, but it dovetails nicely into the Steinway scheme.

"But here there is no attempt at deception, for Mr. Lauterbach's brief says of this measure:

" 'This bill has openly been avowed to be introduced in the interests of the New York and Long Island Railroad Company. No public policy seems to be violated by permitting a steam railroad corporation to abandon a portion of its routes.'

"There remained one more defect to be remedied before the entire scheme was worked out, namely, the little informality existing in the Steinway situation, for the franchise was for a line under 42d Street, but the charter was for a route under 30th Street. The Goodsell bill takes care of this with extreme deftness by the simple provision:

" 'The Commissioner of the Land Office may, in order to facilitate a change of grade by a railroad corporation which has acquired from the State a right of way under water, wholly or partly within any borough of the city, grant to such corporation in exchange for such right of way, a new right of way substantially on the same line at a different grade.'

"It will not be contended that 42d Street and 30th Street do not lead in the same line substantially. But the coat can be made to fit even snugger, for the line under 42d Street by the Steinway grant was to be at a very deep level below the street, while a change of this grade would be essential if it were to

connect with the existing subway at the Grand Central Station.

"This bill completes the series. Without a dollar of expense for a charter, without application to any local authorities, without any difficulty or interference, the Interborough interests are thus to be granted a right of way under the East River, connecting two boroughs of New York City, a dead charter is galvanized, a defective franchise is cured, and a right of way in a more desirable locality granted. Unnecessary portions of the old line are eliminated, and by the grace of the Legislature a charter and franchise of 1887 are made over into a new and absolutely adequate charter, with five years more of active life. All this is accomplished in the interests of a single corporation, the Interborough."

All of these bills were opposed by the City Club, at the various hearings held before the different committees of the Legislature. Notwithstanding the protest of the several civic organizations and of the press, the bills were favorably reported by the Railroad Committee of the Senate and passed that body. They were "killed," however, in the closing days in the Assembly, owing largely to Speaker Nixon and other leaders in that house.

A LOCAL RAILROAD COMMISSION

For several years past efforts have been made by persons interested in transit reform to secure the appointment of a local body to which citizens might present grievances in connection with transit questions in New York—a local body with sufficient power to redress such grievances and to compel the public-service corporations to live up to the terms of their franchises. This movement was the outgrowth of a movement started by the Transit Reform Committee of a Hundred and carried on very successfully by them to compel the Metropolitan Street Railway Company to issue transfers at various points of intersection of their lines; the difficulties encountered in that movement led to the conclusion that no real relief for New York's

transit evils would be had until a local board with sufficient power should be appointed.

Under the existing law the Rapid Transit Commission has jurisdiction over the elevated railroads and subways, while the State Railroad Commission has jurisdiction over surface roads. The State Railroad Commission, however, is a body whose jurisdiction extends over the entire State and whose work concerns itself chiefly with questions arising in connection with the operation of steam railroads extending over long distances, with the investigation of accidents, the elimination of grade crossings, and problems of this nature. A bill to authorize the appointment of a local railroad commission has been introduced at various sessions of the Legislature and this effort was renewed during the past session. The Club joined with other civic organizations in urging the passage of such a measure but was unable to accomplish satisfactory results. It expects to renew its efforts, however, in the near future.

THE ELSBERG RAPID TRANSIT BILL

For several years past a very carefully prepared bill has been introduced in the Legislature by Senator Elsberg at the instance of the Citizens' Union, dealing with rapid transit questions in New York City and amending the Rapid Transit Act.

The main provisions of this measure are:

1. Provision for the construction of pipe galleries and conduits for electric wires and gas pipes in connection with the construction of new subway roads.
2. Lessening the term of years for which a contract for the construction and operation of a subway may be granted.
3. Making it possible for the Rapid Transit Commission to let separately, contracts for the construction and for the operation of new subways.
4. Permitting the city, in the event of unsatisfactory bids being received for the operation of the subway, to operate the

road itself. An extremely vigorous fight has been made during the past two or three years by the friends of good government to secure the passage of this bill, one of the most important railroad measures that have been presented in many years. The opposition of certain corporations, however, as well as the opposition of the Rapid Transit Commission itself, combined again to defeat the measure at the past session. While the leadership in this movement was taken by the Citizens' Union, the Club did everything in its power to facilitate the bill's passage. It is hoped that this bill, or a similar measure, will be passed at the next session of the Legislature.

BRIDGE PROBLEMS

The work done by the Club in working out a plan for the solution of the so-called Brooklyn Bridge Problem, viz., the congestion of thousands of people at the Manhattan end of the Brooklyn Bridge in the so-called "rush hours," has already been fully discussed in connection with the successful efforts made by the Club in opposing the so-called "loop" or elevated railroad on Delancey Street.

The Club, beside making this study of the Brooklyn Bridge Problem, has also concerned itself with the work on the new Manhattan Bridge, a bridge designed to relieve conditions on the Brooklyn Bridge. Although the Manhattan Bridge was started some years ago, owing to unfortunate changes of administration in the Bridge Department and corresponding changes in the plans, work on the bridge has been materially delayed.

The Club, desirous of facilitating in every way the work on this important structure, having learned that the tower foundations for the bridge were practically complete in October of 1904, and that the contracts for the New York and Brooklyn anchorages were to be advertised in a short time, addressed a communication to the Board of Estimate and Apportionment under date of October 2, 1904, urging upon that Board the

necessity for prompt action in acquiring the property necessary for the approach to the bridge on the Manhattan side, action already having been taken to acquire property on the Brooklyn side.

THE FRANCHISE-GRANTING POWER

Probably no bills before the past session of the Legislature have created so much discussion as several bills which were introduced taking from the Board of Aldermen in New York City the power to grant franchises in public streets, and lodging such power solely in the hands of the Board of Estimate and Apportionment, except in certain cases where the Rapid Transit Commission had jurisdiction (Senate Bills Nos. 841, 1048, 1074). These bills were introduced on behalf of several of the large railroad corporations which had become unwilling to tolerate any longer a condition of affairs by which they were continually "held up" by the Board of Aldermen whenever application was made for a franchise. The condition of affairs in this regard had long been a disgrace to the city of New York and the facts had been fully known for a long time.

When the bills were first introduced they were carefully considered by the Committee on Legislation of the Club and after a thorough discussion it was found that there was a very important and serious difference of opinion in that Committee, many members believing that the franchise-granting power should remain with the Aldermen and that the remedy for the situation of affairs was to elect honest aldermen; others, however, thinking that the bills were sound in principle and should have the Club's approval. In view of this situation the bills were considered carefully by the Board of Trustees. They had also been considered by the standing Committee of the Club on the Board of Aldermen, composed of three members who at various times had been members of the Board of Aldermen under "reform" auspices. This Committee was strongly

against the proposed bills, believing that these powers should remain vested in the Aldermen.

After a very full discussion of this subject, the Trustees determined by a majority vote, although there were dissenting views, to approve the measures and the Secretary of the Club was directed to do everything in his power to secure their passage and to favor the bills before the Mayor and Governor. It was felt, however, that there should be clear provision made, as a matter of statute, for public hearings before the Board of Estimate and Apportionment, and, accordingly, a supplemental bill was drafted by the Secretary and introduced on behalf of the Club, providing for such hearings and for proper publicity.

The bills were passed, but were vetoed by Mayor McClellan. They were, however, subsequently passed by the Legislature over his veto and became laws.

At the hearing before Governor Higgins, those appearing in favor of the bill were Hon. Elihu Root, Hon. Edward M. Shepard, and the Secretary of the Club, while those appearing in opposition were the Counsel to the Aldermen, a Committee of the Aldermen, and the Chairman of the Legislation Committee of the Citizens' Union.

The attitude of the Club in regard to these important measures can be best expressed by quoting from the remarks made by the Secretary at this hearing. He said:

"There are really only two questions before you for consideration, viz.: Which is the appropriate city body to pass upon the question of franchises, the Board of Aldermen or the Board of Estimate and Apportionment? I cannot conceive how there are any other questions involved than these two questions, and I purpose to seek to show your Excellency that the Board of Aldermen is *not* an appropriate body to pass upon franchises and that the Board of Estimate *is*. In the first place let us clear our minds of any misconception as to the Board of Aldermen being the sole legislative body in the city of New York. Grant for the sake of argument that it may be

a legislative body, it certainly is not the sole legislative body nor is it the more important legislative body.

"If the questions involved were solely questions of individual districts, of small areas of the community, of the 10th Ward or the 12th Ward, for example, it is conceivable that aldermen elected from these small aldermanic districts to represent solely the interests of those districts might be well qualified to pass upon such questions. But I venture to say that there is no franchise which has come before the Board of Aldermen or before the Board of Estimate and Apportionment for the last ten years which has not affected the interests of the entire city and not the interests of some particular district. There is nothing in the constitution of the Board of Aldermen which especially fits it or qualifies it to pass upon or determine these questions. Let us see what is the procedure. A proposed franchise is referred to a standing committee of the Board of Aldermen, a committee small in number, sometimes five or seven, sometimes less. Is that committee especially qualified to determine whether the franchise in question should be granted or not? They have no counsel to advise them as to the legal form of the contract. (It is true they can have the assistance of the Corporation Counsel if they desire it, but I know of no case or very few cases where they have requested such assistance.) They have no expert engineers to advise them in regard to the engineering features of the franchise. They have no methods or machinery whatsoever to enable them to intelligently pass upon the questions involved. They simply have their own judgment. Without casting any reflection in any way upon the Board of Aldermen or the present personnel of that Board, the fact remains that the men constituting that Board generally—I do not allude to the present Board but to all Boards—are composed in large part of men without much experience in administrative or legislative work. A very considerable number of them have been saloon-keepers prior to their accepting office as Aldermen. A very considerable number of them have had no occupation beyond that of professional

office-holders or politicians. None of them has any special experience or qualifications which would enable him to pass upon these somewhat difficult and intricate questions nor does the experience they get in the Board add to their qualifications. There are no administrative questions coming before them to enable them to determine the relative merits of a franchise.

"The Board of Aldermen is absolutely unresponsive to public sentiment and public opinion. I know of no body anywhere that is so unresponsive. I would remind your Excellency of what happened about a year ago when the application for what was known as the 'Portchester' franchise was before that Board. Reputable citizens, reputable organizations, such as the Merchants' Association, were treated with contempt and contumely and described on the floor as 'fakirs.' Organizations from the Bronx urgently demanding these improved transportation facilities were treated in the same way. The same experience was found some seven years ago when an extremely important piece of legislation was passed by the Board in the adoption of the Building Code. It was then absolutely impossible for any citizen to make the slightest impression upon the Board of Aldermen, but that ordinance was jammed through at the personal direction of Richard Croker, the then boss of Tammany Hall.

"The Aldermen seem to lose sight of the fact that they are represented in the Board of Estimate and Apportionment. Their chief official is a member of the Board of Estimate and Apportionment, not only he but five other members of their Board are members of that Board; so, if the Board of Aldermen's claim that they are the only body in the city representing the people is sound, then I say that the people *are* represented, through the Aldermen, in the Board of Estimate and Apportionment.

"Now, as to the qualifications of the Board of Estimate and Apportionment to consider these subjects. That is a Board elected by the people; three of its officers are elected on a general ticket, five on borough tickets. The three officers elected on

the general ticket control the balance of power; their votes can determine the action of the Board. The Board of Estimate and Apportionment has with very few exceptions for many years past had general public confidence. The Board of Aldermen has never had public confidence.

"What has led to the introduction of these bills? Simply a condition of affairs in the city of New York which was a disgrace to the community,—a continued delay and hold-up of important franchises necessary to the development of rapid transit facilities in that city for absolutely no reason and extending over long periods of time, in some cases for over a year. What an amazing situation! A board of city officials elected by the people as their servants actually go into court and contend for the right not to deny a franchise, not to approve a franchise, but the *right to refuse to act*. That is what this Board did in its recent position in the courts.

"The Board of Aldermen has not public confidence. It has never had the public confidence within the memory of the present generation, not since the days of the "Boodle" Aldermen. An examination of the charter shows clearly that first one power and then another has been taken from that Board. The framers of the charter thought it safe to entrust to the Board so simple a matter as the confirmation of bond issues which the Board of Estimate had decided to be necessary for the government of the city. What happened? The Board of Aldermen held up its own administration, held up bond issues, until particular dickers and deals which individual members of that Board wanted could be put through, and so the charter was amended to take that power from them and provide that if they failed to act in regard to bond issues within a certain period, the bond issue should be effective. The charter itself shows that the people have no confidence in the Board of Aldermen. Their position in regard to fixing the salaries of public officials is exactly the same. There is not a single department that has not been "held up" at one time or another by the Board of Aldermen until they could be promised patronage.

"Now what is proposed to be done by these bills? It is proposed to lodge in the Board of Estimate and Apportionment powers now exercised, now lodged in the Board of Aldermen, and it is proposed to surround these powers with every conceivable safeguard. What do the bills require? They require in the great majority of cases full, detailed, lengthy consideration by the Rapid Transit Commission before these franchise applications come to the Board of Estimate, and in all cases they provide that there shall be full publicity, that the terms of the franchises shall be advertised in the daily newspapers and the *City Record* for a definite period, a considerable number of days, and that not only the terms of the franchise but the facts in regard to the financial considerations involved shall be fully investigated by the Board of Estimate and Apportionment, and these facts and the report thereon shall be made public and advertised in a similar way. They provide in a supplemental bill which is before your Excellency, a measure introduced on behalf of the City Club, that there shall be as a matter of statutory requirement public hearings before the Board of Estimate and Apportionment in regard to such franchises. It is the present custom of the Board to give them. The bill provides that it shall be mandatory. It provides that notice of the public hearing shall be advertised for ten days before such public hearing is had and provides in express terms that citizens shall have the right to appear and be heard and present their views. As a final safeguard it is provided that no franchise shall be valid unless it has the approval of the Mayor of the city of New York. The whole trend of our municipal government of recent years has been towards the centralization of power and responsibility in the Mayor; and we practically have here our chief executive officer, the Mayor of the city of New York, finally and solely responsible after all these other safeguards and precautions have been taken for the granting of any franchise. How can there be under these conditions any serious objections to the measures? Assume that we might get in future years a corrupt Board of Estimate and a corrupt Mayor, but it is hard to conceive of

conditions which could be worse than the present conditions in the Board of Aldermen.

"The refusal of the Aldermen to act promptly on franchises is scandalous and a disgrace to the city of New York. I submit that these measures are in the interest of good government, that they make for the centralization of responsibility and power, and that they should have your approval."

THE WATER-SUPPLY PROBLEM

The recent movement for securing an adequate water supply for New York City, which has culminated in legislation authorizing the appointment by the Mayor of a Board of Water Supply to be charged with this especial duty, was due largely to the action taken by the City Club.

Early in Mayor Low's administration an expert commission known as the "Burr Commission," composed of Professor William H. Burr, chairman, Rudolph C. Hering, and John R. Freeman, was appointed to investigate this subject and to present definite plans for meeting this vitally important need. After studying this subject for over a year and making the most complete investigation ever made in this State of the sources available for the city's future water supply, it presented a report of 980 pages, toward the close of Mayor Low's administration, recommending definite plans by which this problem could be solved and urging immediate action. Nothing however was done by the present administration in regard to this matter, nor had it declared its attitude in regard to the recommendations of the Burr Commission during the first six months of its career.

At the suggestion of Mr. Horace E. Deming, a member of the Board of Trustees and Chairman of the Club's Standing Committee on Water Supply, the June meeting of the City Club was devoted to this subject, and upon that occasion the Club was addressed by Professor William H. Burr and Rudolph

C. Hering, members of the Burr Commission, and also by Robert Grier Monroe, ex-Commissioner of Water, Gas, and Electricity.

The facts presented by these experts showed so alarming a situation that it became apparent that only prompt action could save New York City from the danger of a very serious water famine, with all that that implied. At this meeting the following resolution was adopted:

"Resolved, That the Club request the Board of Trustees to authorize the calling of a conference of various civic organizations, to consider the question of the need of increasing and improving the water supply of New York City."

In accordance with this resolution, a call for such a conference, to be held at the City Club on June 9th, was issued; and the following organizations were invited to send three delegates each: The Chamber of Commerce, The Citizens' Union, The East Side Civic Club, The Merchants' Association, The Merchants' and Manufacturers' Board of Trade, The New York Association of Manufacturers, The New York Board of Fire Underwriters, The New York Board of Trade and Transportation, The Brooklyn League, The People's Institute, The West End Association, and the Flatbush Taxpayers' Association.

All of these organizations were represented at the initial conference, except the Chamber of Commerce and the Merchants' and Manufacturers' Board of Trade. At this meeting Professor Burr and Mr. Hering were present by invitation, and spoke at considerable length on the existing and future needs of New York in regard to water supply. The conference organized by electing Mr. Horace E. Deming as chairman and the Secretary of the Club as secretary.

By this time the situation had become critical, because of the passage by the Legislature of the so-called "Smith Bill" (Assembly Bill 203, introduced by Assemblyman J. T. Smith, and known as Chapter 752 of the Laws of 1904), which prohibited the city of New York from going into Dutchess County for its additional water supply. In signing this measure the

Governor had filed a memorandum to the following effect: "In giving my approval therefore to this measure, I do so with no other object in view than this, and reserve such authority as is in me vested to convene the Legislature in extraordinary session, if the citizens of New York so desire, in order to permit the framing of a measure that will accomplish the object of securing an additional water supply to the city of New York."

On June 7th, Mayor McClellan addressed a letter to the Board of Aldermen reciting these facts and submitting to the Board the question of determining the attitude of the city as to whether or not an extraordinary session of the Legislature should be requested. In this letter the Mayor, after stating that the city, through its various representatives, had strongly opposed the passage of this bill, said:

"I am not convinced that an extra session of the Legislature, which would consist of the same men who passed this measure, would result in relief from the oppression of this law. . . . I am loath, however, to permit my personal misgivings as to the result to interfere with any effort on the part of the people of this city to remedy the present situation, and I would ask for an extra session of the Legislature were it not for the language of the Governor's memorandum, which makes as a condition for the convening of an extra session the contingency, 'if the citizens of the city of New York so desire.' I know of no feasible method of ascertaining the desires of the citizens of New York, except by securing an expression of opinion from their representatives in the City Government, and it is for that reason that I submit the whole question to your Honorable Board and ask that you accord to it immediate consideration."

This communication was referred to the Committee on Water Supply, Gas, and Electricity of the Board of Aldermen, with instructions to hold a public hearing; such a hearing was held on June 17th, in the Aldermanic Chamber. The City Club was represented on this occasion by Mr. Deming; other organizations represented were the Merchants' Association, the Chamber of Commerce, the Brooklyn League, and also rep-

representatives of various insurance interests. The general trend of opinion was against calling a special session of the Legislature. On the same day, and prior to this hearing, the following letter was sent to Mayor McClellan on behalf of the City Club by Mr. Deming, referring to the Mayor's letter to the Board of Aldermen:

June 17, 1904.

"Hon. George B. McClellan,
Mayor of the City of New York,
City Hall.

"SIR:

In a communication sent by you to the Board of Aldermen under date of June 7th, 1904, you call attention to the necessity of increasing the water supply of the City of New York, both present and future.

"We submit for your consideration the following facts:

THE PRESENT NEEDS

"The danger of a water famine is always perilously near in the City of New York.

"The serious risk of such a condition of affairs, not only to the business and financial interests of the city but to the health and safety of the community as well, need not be dwelt upon, nor the danger from a conflagration which might ensue, such as that which recently took place in Baltimore.

"The present possible supply of water from the Croton water-shed when there is abundant rainfall is about 270,000,000 to 280,000,000 gallons per day. This is barely sufficient for the city's present needs without any increase of consumption. In a dry season such as occurred several times between 1880 and 1898 and which is sure to occur again, this supply would be reduced from one third to one half, and the city would face a water famine.

"The daily consumption of water in Manhattan and the Bronx increases each year from 7,000,000 to 10,000,000 gallons.

Without provision for an increased supply of water to meet this increased consumption a water famine will result, irrespective of whether we have dry seasons or wet seasons.

THE FACTS WELL KNOWN

"These facts are not new: attention has been called to the situation repeatedly in the past five years by those familiar with the subject, but the warnings given have not been heeded. The problem has been investigated again and again. What is required now is action.

SOURCES OF ADDITIONAL SUPPLY

"The available sources of additional water supply for the City all lie to the north and northwest of the present Croton water-shed. The main sources are:

1. The Fishkill Creek water-shed,
2. The Wappinger Creek water-shed,
3. The Esopus water-shed in the Catskills,
4. The Rondout Creek water-shed,
5. The Jantzen Kill water-shed.

"All of the above are gravity systems. A sixth possibility is to obtain water from the Hudson River by a pumping system with a pumping station at about Hyde Park. A Hudson River supply would involve provision for artificial filtration.

"The Fishkill and Wappinger Creek water-sheds, with the necessary reservoirs, would afford a supply of 60,000,000 gallons per day, at a cost of approximately \$39,000,000.

"The Esopus Creek water-shed would afford a further supply of 260,000,000 gallons per day at an additional cost of \$21,000,000. That is, an additional supply of 320,000,000 gallons per day from the Fishkill Creek, Wappinger Creek, and Esopus Creek water-sheds can be secured at an expenditure of \$60,000,000.

"To get water from any of these sources or from any additional source whatever, *it is necessary in every case to build a*

tunnel through the mountainous country north of the Croton water-shed.

"Under the most favorable conditions, it will take five years to build this tunnel.

WHAT SHOULD BE DONE

"Existing law gives the City power to condemn for its water supply land in any part of the State except in Suffolk and Dutchess counties. The City has the financial ability and the legal power to build the tunnel through which the additional water supply must be brought. Whether the so-called Smith law is repealed this summer or next winter is of little moment. It will take at least five years in any event before the City can procure water from Dutchess County.

"What is most imperatively needed now is that the City Administration declare a definite policy as to the procuring of an additional water supply,—a policy which can be carried out within measurable time,—and show some clear indications of a determination to act.

THE LEGISLATURE

"When New York City has a definite and adequate policy for obtaining the additional water without which, as is perfectly plain, its growth in population and commerce must cease, and for the lack of which the health and property of its citizens are in grave peril, there is no doubt but that the State Legislature will grant any further powers needed to put that policy into execution.

TO SUM UP

"The City's dire need of more water is known. The most readily available sources of additional water supply are known. A Commission composed of three of the most competent and best equipped experts in the country has reported a complete and thoroughly worked out plan which, if carried out intelligently, will within the shortest possible time bring these sources

within reach of the City and furnish an adequate supply of water to every one of its Boroughs. The City has ample power to begin the work at once.

"The City should either adopt this plan promptly or give the most cogent of reasons for rejecting it; and if this plan is to be rejected, there is the greater need of prompt action by the City authorities.

Respectfully,

HORACE E. DEMING,
*Chairman of the City Club's Standing
 Committee on Water Supply."*

The Joint Conference on Water Supply continued its sessions, meeting every week through June and July, and on June 22d adopted tentatively the following plan:

1. The preparation of a joint letter to be signed by the representatives of the eleven civic organizations represented at the conference, to be sent to the Mayor as Chairman of the Board of Estimate and Apportionment, and also to each individual member of that Board, calling attention to the fact that the city had full power to proceed, and that the responsibility rested upon the administration to act.

2. Urging upon the municipal authorities the speedy completion of the Jerome Park Reservoir and the Croton Dam, irrespective of any question of charges against the Aqueduct Commission.

3. The creation of public sentiment in favor of the constitutional amendment to be voted on at the fall election, in regard to the separation of indebtedness for water improvements from the general bonded indebtedness of the city.

4. Urging upon the municipal authorities the taking of steps to prevent the waste of water, in so far as such waste can be prevented.

5. A consideration of the question of compensation to owners for damages sustained by the taking of water, with a consideration of the possibility of compensation in kind, and also a consideration of indirect damages.

6. The determination of what administrative body, and how constituted, should carry on the actual work of securing New York's additional water supply.

The joint letter mentioned in paragraph one was prepared and sent to Mayor McClellan and the other members of the Board of Estimate and Apportionment under date of July 19th, and was signed by the representatives of the City Club, the Manufacturers' Association, the Citizens' Union, the Brooklyn League, the Flatbush Taxpayers' Association, the New York Board of Fire Underwriters, the Chamber of Commerce, and the New York Board of Trade and Transportation.

At the meeting in June the conference had given most careful consideration to the kind of administrative body that should be appointed to carry on the actual work of securing New York's additional water supply. The tentative conclusions which were reached then in regard to this subject were: "(1) That a separate department of some kind to carry on the work of securing an additional supply should be created; (2) that the head of such department should not be named by the Legislature or by the Governor, but by the Mayor; (3) that it was desirable in framing the necessary legislation to try to restrict the Mayor's power of appointment by having him select his appointees from lists of names submitted by various civic organizations; (4) that the head of this department should be a commission rather than a single head; (5) that such a commission should be small in number, preferably three, and that it should be paid."

It is of great interest to note that all of these conclusions, in every detail, have been accomplished by the act creating the Special Board of Water Supply presented by Mayor McClellan early in January, 1905, and passed at the past session of the Legislature.

The Joint Conference continued its sessions through the fall of 1904, holding meetings in November and December. Since the action taken by the Mayor in June, and the communication sent to him by the Joint Conference at the end of July, a report

on this subject had been made to the Mayor by the Commissioner of Water, Gas, and Electricity. This report Mayor McClellan had referred to the "Burr Commission," requesting from them a full examination and report, with recommendations as to what should be the appropriate course of action for the city to pursue. At the meeting of the Joint Conference held on December 7th, a resolution was adopted that a committee be appointed by the chairman to wait on Mayor McClellan and learn his attitude in regard to the propositions submitted to him in the letter sent by the Joint Conference under date of July 19th, and to request a public hearing before the Board of Estimate or before the Mayor, to be held during the month of December, if, in their judgment, such a hearing seemed desirable. This committee waited on the Mayor shortly after this date and had an informal conference with him. The Mayor expressed himself as in hearty accord with the general purposes of the conference's committee, but did not consider a public hearing desirable at that time, saying that one could be called very promptly as soon as the situation developed.

Early in January, at the opening of the legislative session, a bill was introduced, prepared by the Corporation Counsel at the Mayor's request, providing for a non-partisan local water commission of three members, to be appointed by the Mayor from lists submitted by the Chamber of Commerce, the New York Board of Fire Underwriters, and the Association of Civil Engineers of New York. This commission was to be empowered to secure water for the city's purposes from whatever source within the State might prove adequate and most available.

The City Club and a majority of the other organizations represented at the early conferences agreed to support the bill and sent a strong delegation to Albany to attend the hearing held on February 21st. The main arguments at this hearing were presented by Mayor McClellan and ex-Mayor Low, by Corporation Counsel Delany, and by Mr. Horace E. Deming, representing the City Club and the other civic organizations which had taken part in the conferences.

The so-called "Mayor's Water Bill" became one of the chief subjects of discussion during the 1905 session of the Legislature. In addition to his bill there was a flood of other bills introduced by various members of the Legislature and designed to limit or restrict the City of New York in securing its additional water supply. After numerous amendments and many hearings and a great deal of agitation the Mayor's bill was finally passed in a much amended form, the legislative leaders having insisted on certain changes. The most important of these changes was the cutting out of the mandatory provision that the Mayor should select the three commissioners constituting the local Board of Water Supply from lists of names submitted by various organizations, as this provision was held by the Attorney-General to be unconstitutional. Mayor McClellan, who had said at the hearing at Albany that his sole desire was to get legislation which would accomplish three main principles, viz., "Home Rule, Non-Partisanship, and Speed," acquiesced in these amendments for the sake of securing the passage of the legislation, and made a public statement that, notwithstanding the change in the law, he would abide by the principles of his bill in appointing the members of the new Water Commission, and would limit his selection to the names submitted to him by the three organizations which had been mentioned. The Club and the other civic organizations (with four exceptions) which had taken part in the conferences on water supply and which had supported the Mayor's bill, withdrew their support from the measure when it was amended by eliminating its non-partisan features.

The Mayor's plan received the active support of Governor Higgins, although additional measures for conserving the interests of the property affected and insuring in some degree general control by the State were coupled with it. A bill to accomplish this result, and authorizing the appointment by the Governor of a State Water Commission to have practically a veto power upon the plans of any local commission was accordingly passed; the Mayor's Water Bill became Chapter 724 of the Laws.

of 1905. In appointing the local commission, Mayor McClellan adhered strictly to his announcement, and appointed the following members from lists submitted by the Chamber of Commerce, the Board of Fire Underwriters, and the Manufacturers' Association: J. Edward Simmons, Chairman; Charles N. Chadwick, and Charles A. Shaw. This board is now actively at work organizing the new department and taking steps to carry out the important functions entrusted to it.

Great credit is due Mayor McClellan not only for carrying out the plans recommended by the special commission appointed by his predecessor, Mayor Low, but also for the energy and vigor with which he took up this issue and the success with which he carried it to completion. His attitude in announcing that so great an enterprise as this, involving the expenditure of at least \$100,000,000 of the city's funds and requiring certainly ten and probably fifteen years for its execution, should be absolutely removed from the exigencies and vicissitudes of partisan politics and should not be subject to the varying policies of changing city administrations, cannot be too strongly commended.

THE CITY'S LIGHTING CONTRACTS

In the latter part of November, 1904, the citizens of New York were amazed to learn through the columns of one of the evening newspapers that the Commissioner of Water, Gas, and Electricity had, some weeks previously, made important contracts for the lighting of the city, at terms which were extremely disadvantageous to the city's interests. The circumstances connected with the signing of these contracts and the secrecy which had been thrown about it indicated a condition of affairs which, to the Trustees of the Club, seemed to require thorough investigation.

The Club accordingly focussed public attention upon this subject by addressing the following communication to Mayor McClellan under date of December 8th, reciting fully the facts

in connection with the letting of these contracts and contrasting the attitude of his Commissioner of Water, Gas, and Electricity with the attitude of the previous administration, stating that the city's interests had been abandoned and urging the Mayor to make a complete and full investigation of all the circumstances connected with this subject.

December 8, 1904.

"Honorable George B. McClellan,
Mayor of the City of New York,
City Hall, New York City.

"SIR:

I address you on behalf of the Trustees of the City Club, in your capacity as the protector of the city's interests, in regard to the recent action of your Commissioner of Water Supply, Gas, and Electricity, John T. Oakley, in making certain contracts for gas and electric lighting for the city.

"The public had no knowledge that such contracts had been entered into until weeks after your Commissioner had attached his signature. So far as can be ascertained no recommendation of the Engineer of the Department of Water Supply, Gas, and Electricity accompanies these contracts.

"Furthermore, this action has been taken notwithstanding the fact that the price paid various electric light companies in 68 other American cities for supplying these cities with 2000-candle-power lamps is on an average of \$88.60 per lamp a year, while in the Borough of Manhattan the price contracted for 2000-candle-power arc lamps is \$140 per lamp a year. In 23 other American cities using 1200-candle-power lamps, the average price is \$81.08, while the price contracted for 1200-candle-power lamps in the Borough of Brooklyn is \$124.50 per lamp per year.

"That is, under the contract made by your Commissioner, the City of New York in the Borough of Manhattan is paying \$140 a year per lamp, for a service which costs on an average in 68 other American cities throughout the country but \$88.60;

an excess of 58 per cent. And for 1200-candle-power lamps, the City of New York in the Borough of Brooklyn is paying \$124.50 a year, while the average price in 23 other cities is but \$81.08, an excess of 53 per cent.

"The action taken by your Commissioner cannot have been without a full knowledge of this situation, as this subject was thoroughly investigated in the last administration, a report having been submitted to the Board of Estimate and Apportionment in regard thereto, on December 4, 1903, by a committee of that Board, consisting of the Mayor, Comptroller, and the President of the Board of Aldermen. This committee in its report stated the following facts:

'(1) That the appropriation for public lighting for the current year (1903) was \$3,306,346.23, but that under the prices bid even that appropriation was insufficient.

'(2) That the prices for open flame gas lamps ranged from \$12 to \$25 per lamp per year, and that the prices bid in each district seemed to be arbitrarily fixed by the company operating therein.

'(3) That in every borough of the City the prices bid for electric lighting were in their opinion unreasonably high.

'(4) That in no single district of the City was competition possible.'

"The committee quoted from Judge Porter (33 N. Y., p. 324), who was of the opinion that it would be an '*absurd conclusion*' to hold 'that the Legislature designed to insert a provision in the City Charter compelling the corporation to pay whatever price the sole bidder might choose to exact in his sealed proposals.'

"And the committee said:

"'When a fair price for an article cannot be reached or even indicated by actual competition, the sum the City is to pay should be settled after investigation into the cost of production and delivery of the commodity supplied.

"'Under Section 149 of the Greater New York Charter the Comptroller has power to settle and adjust all claims against the

City, and through his ability to subpoena witnesses and compel them to testify under oath he has ample facilities for testing the correctness of any claim which may be filed with him. The companies which have provided public lighting during the current year should file their claims with the Comptroller. Any company feeling aggrieved by his decision can doubtless recover by suit what it may be reasonably entitled to receive.

" 'While these various questions have been under discussion, the Comptroller has been ready and willing to pay eighty per cent. of all gas bills and sixty per cent. of all electric lighting bills, without prejudice to the City or to the companies.'

"The committee also expressed the opinion that a proper adjustment of prices for mantle lights with a more extended use of the same would result in marked improvement in street illumination.

"On motion of the President of the Board of Aldermen the report of the committee was adopted by the Board. On motion of the Comptroller a resolution was adopted recommending that all bids for public lighting be rejected except the bid of the New Amsterdam Gas Company at \$12 per annum for open burners.

"In July last a contract was entered into by your administration greatly extending the use of mantle lights in Manhattan and the Bronx at a materially reduced price, viz., from \$29 to \$24.75 per lamp per year, which contract has resulted in great improvement of the lighting of the streets in the two boroughs. The contract was made upon the report of the Engineer in charge of lamps and lighting after open discussion, full scrutiny by the Comptroller, and submission to the Board of Estimate and Apportionment.

"In marked contrast has been the action of your Commissioner of Water Supply, Gas, and Electricity upon the remaining contracts for lighting already alluded to and executed by him on behalf of the City during the past month. The advantageous position which the City secured under your predecessor by the refusal of that administration to accept such

bids and its firm determination not to pay the prices demanded without contest in court, cannot be regained by any formal action in now asking the Legislature to pass a bill empowering the City to install a Municipal Electric Lighting Plant.

"At a hearing before the Committee on Affairs of Cities of the Senate April 7, 1903, on an Act which had been introduced, 'To amend the Greater New York Charter so as to enable the City of New York to construct, own, operate, and maintain a Municipal Lighting Plant,' it was urged by a member of the Senate Committee as a reason for not granting the legislation requested that the City was in a position to compel the companies to furnish the light at prices to be determined by the courts, and no representative of the then City administration was willing to venture the assertion that the City of New York would ever *voluntarily* abandon such a position.

"To the action of your Commissioner of Water Supply, Gas, and Electricity in his abandonment of the City's interests, the City Club enters serious protest.

"We ask that a full investigation be made through the Commissioners of Accounts or otherwise, and that all the facts bearing on these remarkable transactions be placed before the public.

Yours respectfully,

LAWRENCE VEILLER,
Secretary, City Club."

As Comptroller Grout had been involved in the approval of the contract to a certain extent, and as much public criticism had been directed against him, as well as against the Water Commissioner, Mr. Oakley, the Comptroller on December 13th inaugurated an investigation of the circumstances connected with these contracts through his own office, summoning to appear before him representatives and agents of the gas and electric companies and requiring them to present books and other papers.

The investigation thus started by the Comptroller was,

however, soon brought to an end through the action of the courts in denying the Comptroller's power to compel the attendance of witnesses or the production of books and papers.

On December 16th, the Club, following up the letter to Mayor McClellan, devoted its December meeting to a discussion of this subject. Upon this occasion—Hon. Robert Grier Monroe, Commissioner of Water Supply, Gas, and Electricity in the Low administration, was the main speaker and presented a clear and searching analysis of the whole lighting question. Commissioner Oakley, of the Department of Water, Gas, and Electricity, was invited to be present to take part in the discussion, but declined.

On December 26th, eighteen days after the Club's communication to the Mayor, Commissioner Oakley made a written reply to the Mayor which in no way met the points at issue. The whole matter became one of the live questions of public discussion, and the Board of Estimate and Apportionment shortly after the discussion started by the Club passed a resolution asking the Corporation Counsel for an opinion as to the powers of the city to establish a municipal lighting plant and thus free the city from the control of the existing monopoly.

Immediately at the opening of the Legislature a flood of bills were introduced relating to this subject, permitting the city to establish and maintain municipal electric lighting and gas plants, two such bills having been presented by the Mayor, and other bills being presented by certain radical interests in the community.

Other civic organizations soon took up this subject, notably the Merchants' Association, and started a movement looking toward a full investigation by a legislative committee. A joint investigating committee of the Senate and Assembly was appointed on March 16th, constituted as follows: Frederick C. Stevens, Chairman; Alfred R. Page, Joseph K. Apgar, George B. Agnew, Edwin A. Merritt, Jr., the first two being Senators and the latter three Assemblymen. A thorough, non-political, business-like, and comprehensive investigation of the subject

was made by this Committee under the direction of its able counsel, Mr. Charles E. Hughes. The report of the Committee and the testimony taken during its investigation were printed as Senate documents and have added materially to public information on this subject. This Committee introduced a number of bills in the Legislature to carry out its recommendations, which were as follows:

(1) That the price of gas sold in the Boroughs of Manhattan and Brooklyn and in that part of the Borough of the Bronx west of the Bronx River should be fixed at a maximum of seventy-five cents per thousand cubic feet. (Assembly Bill 2357; failed.)

(2) That the pressure of gas in any of the street mains should not be permitted to exceed two and one half inches or to be less than one inch. (Assembly Bill 2356, Chapter 735, Laws of 1905.)

(3) That the standard of purity and of illuminating power of gas be fixed. (Assembly Bill 2356, Chapter 735, Laws of 1905.)

(4) That a proper system of inspection be provided to secure the enforcement of the law with reference to pressure, purity, illuminating power, and accurate measurement of the gas delivered. (Assembly Bill 2356, Chapter 735, Laws of 1905.)

(5) That the price of electric current for heat, light, and power purposes in the Boroughs of Manhattan and Brooklyn and in that part of the Borough of the Bronx west of the Bronx River should be fixed at a maximum of ten cents per kilowatt hour of current actually consumed, and that provision should be made for inspection to secure accurate metering. (Assembly Bill 2360, Chapter 732, Laws of 1905.)

(6) That the price of arc lamps for street lighting in the City of New York should be fixed at \$100 per lamp per year for single arc lamps of 2000 candle-power, consuming 450 watts at the arc, and that the price of twin arc lamps, consuming 250 watts each at the arc, should be fixed at \$65 each per year. (Assembly Bill 2359, Chapter 733, Laws of 1905.)

(7) That the City of New York be given authority to utilize water power, now owned or hereafter acquired by it, for the

purpose of generating electric current for the use of the municipality, provided that no additional water shall be used for said purposes than would otherwise be required by the City. (Assembly Bill 2361, Chapter 734, Laws of 1905.)

(8) That provision should be made for the creation of a commission, the members of which should be appointed by the Governor, with the consent of the Senate, to be paid by the State, and to have general supervision of all persons and corporations having authority to lay or erect and maintain wires or pipes for the purpose of furnishing gas or electricity for light, heat, or power, with power to investigate and ascertain the character of the service and reasonableness of charges, and the methods employed in manufacture and distribution, and in the maintenance of works and distributing systems, and to enforce the provisions of law applicable thereto; to prescribe methods of keeping accounts; to examine the corporations under its supervision; to require annual reports; to examine books and papers and compel their production; to subpoena witnesses and to take testimony; to supervise issues and increases of securities, investments in the stocks or bonds of other companies, and transfers of franchises, and to regulate rates within the limits prescribed by law. It should be provided that the orders of said commission, on confirmation by the Supreme Court at Special Term, should be enforceable by punishment for contempt in case of disobedience. (Assembly Bill 2355, Chapter 737, Laws of 1905.)

All of these recommendations were enacted into law, except the bill limiting the price of gas furnished to the general consumer to seventy-five cents, which was defeated at the close of the session under circumstances which indicated serious corruption in the Legislature. A bill limiting the price of gas furnished to the city to seventy-five cents was, however, passed (Assembly Bill 2358, Chapter 736, Laws of 1905).

As the key to the lighting situation in New York City is the control of the subways and conduits in which the wires and pipes are placed, the first step in breaking that monopoly is

necessarily control of these subways and conduits by the city itself. Under the original contract made by the city with the two corporations owning these subways the city reserved the right, at some future time, to purchase the subways upon the payment of the cost of their construction, plus a certain percentage. Early in January the Trustees of the Club contemplated urging the Sinking Fund Commission to acquire these subways and conduits. Just as the Club was about to address a communication to that body setting forth the facts and urging such action, the Corporation Counsel, acting on behalf of the city, made application to the Supreme Court in which he demanded possession of the subways for the city. In view of these proceedings by the city authorities the Club determined that it was unnecessary to take any further action at that time.

POLICE ADMINISTRATION

The problem of the administration of the Police Department in this city is one with which the Club has been concerned at various periods throughout its entire history. Through all administrations it has been a subject which has given the greatest concern to those interested in good government, and under the best administrations there has been much lacking. During the past year the Club has given especial attention to this subject.

On November 12, 1904, the Secretary called the attention of the Board of Trustees to the serious situation in the Police Department caused by the reinstatement by the courts of officers and men who had been dismissed by the Police Commissioner after trial, pointing out that such a condition of affairs seriously militated against police discipline and the proper administration of the department. The prevailing impression was that the hands of the Police Commissioner were tied and that it was practically impossible for him to remove a delinquent policeman and not have him reinstated at some

future period with back pay. The effect of this situation was that offending officers had no fear of dismissal from the department, as they felt confident of their ultimate return after a long vacation with full pay. Acting on the suggestion of the Secretary, the Trustees on November 16, 1904, appointed a special committee, consisting of Charles H. Strong, Chairman, Joseph G. Deane, George McAneny, and Lawrence Veiller, to investigate this subject and to report their recommendations.

Shortly after their appointment a comprehensive article was printed in the *New York Tribune* under date of November 27, 1904, discussing the subject of police trials at great length and presenting the opinions of various officials and persons familiar with this subject. It was stated in this article that during the past year the city of New York had lost \$100,000 by police reinstatements; that one third of the officers who had appealed from the decisions of Police Commissioners had been put back on the force by the courts; that nineteen men had thus been reinstated during the past year, and that the back pay of these men amounted to \$62,576, the court costs amounting to \$8861, the incidental costs to \$14,320, and the time of salaried employees of the city given to these cases was estimated to have cost \$15,000, making in round figures a total cost of \$100,000—a sum sufficient to have employed one hundred more patrolmen to guard the streets of the city against criminals.

The Committee shortly after its appointment conferred with Police Commissioner McAdoo and secured through his courtesy important and valuable statistics of the Police Department bearing on this subject. It also held frequent meetings and conferences with former Police Commissioners in regard to the problem with which it was concerned.

On December 21, 1904, it submitted to the Trustees a tentative and preliminary report embodying the following recommendations:

1. That when a member of the uniformed force is dismissed from the Police Department, the full amount of money that he

has paid into the Pension Fund (under compulsion) be returned to him.

2. That in order to insure a dignified, ably-conducted, and impartial trial to the force and to make them feel that it is impartial, and to secure continuity of policy, a court be created with two judges, sitting alternately, their sole function being to try offenders in the Police Department.

The Committee added that it was obtaining statistics as to the volume of cases that would come before such a court, as these facts would materially affect its conclusions as to the character of the court and the number of judges necessary, and stated that it was important to secure judges of a high grade and that therefore it would probably be necessary to give them a long term and a salary similar to that of the judges of the Court of Special Sessions.

3. That certain classes of minor offences should not be permitted to be taken to this court, but should be treated as questions of discipline by the Commissioner.

4. That the Police Commissioner should act as an indicting officer; that is, no case should come before this court except upon his initiative.

5. That the court was to determine solely the question as to whether the offender was guilty or not guilty of the offences charged, and was to have nothing to say about the punishment to be inflicted, but to determine the facts.

The Committee adds: "It is hoped that provision can be made which will make it unnecessary for the judges of such a court to have voluminous records in the cases presented to them, and to make it possible to render a decision from the bench in most cases."

6. That after an officer has been found guilty by the court, it will be incumbent upon the Police Commissioner to determine the punishment to be inflicted, thus leaving to the head of the department the punishment of offenders and therefore giving him entire control of his employees. Also that the head of the department be given the power to punish an offending officer

by reducing him in grade, which at the present time is not possible.

7. That the decision of this special court and the Commissioner shall be final.

8. That the Police Commissioner should adopt a schedule of punishments for various offences, differentiating between first, second, third, and subsequent offences, and making the penalties cumulative; and that in such a schedule of punishments latitude should be given to the Commissioner to establish a minimum and maximum penalty for each offence.

These tentative conclusions were two days later embodied in a letter to Police Commissioner McAdoo, who had originally planned a scheme for trial by court-martial, but who, after frequent conferences with the Committee, expressed himself as being heartily in favor of its plans. Legislation, however, was not immediately drafted, as it was felt that the statistics as to the volume of reinstatements might seriously affect the tentative conclusions reached. This proved to be the case. Shortly after submitting this tentative report, complete and full statistics were received from the Police Department, from which it appeared that the popular impression as to the number of reinstatements had been erroneous and that the volume of cases would not have warranted the suggestion of the Committee for the creation of a special court. After a further and very careful study of this subject, with complete statistics at its disposal, and after further conferences with the Police Commissioner, the Committee, on February 20, 1905, submitted its final report, embodying the following conclusions:

"I. That the evils incident to the exercise of the powers of review by the Courts, especially with respect to the extent of reinstatement, have been much exaggerated;

"II. That the right of appeal should be preserved, though in modified form, as a very necessary guarantee of protection to worthy members of the force; and that there need be no real interference with proper disciplinary policy because of its preservation;

"III. That much of the difficulty in the past has been due to the weakness of the Trial Court itself, its frequent unfitness for its work, and the lack of uniformity in its action;

"IV. That, although embarrassed by some imperfections of law that should, if practicable, be remedied, the Commissioner has, nevertheless, very great disciplinary powers under the law as it stands; and that the situation, even in the absence of legislation, may be improved materially through and by a larger development and exercise of those powers."

The Committee goes on to say in its report:

"During the five years from 1900 to 1904, inclusive, 245 officers and men were dismissed from the Police Department. Of that number, 23, or about 8 per cent., have been reinstated by the Courts. Of those reinstated, 14 were patrolmen, 1 a roundsman, 2 sergeants, 4 captains, and 2 inspectors. Suits for reinstatement have been brought mainly by the higher men, and these, in the case of the captains and inspectors, have usually been under circumstances that made them conspicuous. The notoriety these cases have had has overshadowed the fact that numerically they have been few.

"It has been argued, not without force, that even though the actual number of reinstatements be few, the fact that they can be brought about by an authority other than that of the disciplinary head of the force, must have an injurious moral effect. But we believe the actual evil may be minimized. Even in the reversed cases the action of the Court has usually been based upon errors that might very easily have been avoided had the original hearing been carefully conducted. In many instances the trial officer had neglected to swear his witnesses, or had admitted evidence unfair on its face to the man accused. In other cases the basis of reversal has been some point as to the sufficiency of evidence, technical enough to indicate an extreme of care on the part of the Court, and suggesting the need of some modification of the law under which the Courts themselves must act.

"It may be said, however, even as to these, that it is better

to risk an exceptional instance of immunity to a man who does not deserve it than to deny protection to the great body of those who do deserve it.

"On the whole, the Courts (notably the Court of Appeals in the recent case of Garvey) have shown their disposition to recognize the police trial as a purely disciplinary proceeding, not bound by the ordinary rules of procedure or evidence, a disposition that seems constantly to be broadening. If the right of appeal be taken wholly away, and the power of arbitrary removal, even after trial, be substituted, there would be grave danger of subjecting the force, in large degree at least, to the district-leader system; that is, of making the man who wishes to keep his place subject in his action as an officer to that 'leader' through whose influence he fears the Commissioner may be reached. Nothing could hurt the police force more. The fact that an appeal against unjust or prejudiced action can be taken must always act as a deterrent upon such action, while, through the improvement of the trial system itself, the number of successful appeals of any description may certainly be minimized.

"We believe that under this head legislation should be sought which, while continuing the right of appeal, will limit it to one Court, that that Court be the Appellate Division and that its decision be final; that the Appellate Division be limited in reviewing a question of fact to the determination that there is no evidence whatever upon which the Trial Commissioner might reasonably and fairly have reached his conclusion; and, further, that the Appellate Division shall not reverse for error in the admission or rejection of testimony unless they find that the decision reviewed, not merely might have been, but obviously was, controlled by such error, and that substantial injustice was thereby done to the officer tried.

NEED OF A PERMANENT TRIAL COURT

"That a police officer even in a disciplinary court is entitled to a perfectly fair trial will not be disputed, and even though

the strict rules of a civil court are relaxed in the police trial-room the ordinary guarantee of fairness in the acceptance of evidence and in the general conduct of the case should never be disregarded. The Police Commissioner cannot personally conduct the trials, except perhaps in very rare cases. This should be the work of a fixed disciplinary tribunal. It has been urged by the Commissioner that for the higher officers there be a sort of Court-Martial, made up of two Deputies and a third member drawn from the uniformed rank next above that of the man to be tried. We believe, however, that better results would follow if the uniformed members of the department, who usually, and perhaps unconsciously, are apt to be prejudiced through their fraternization with the men accused, should have no part in the trial system. We believe, too, that a single-headed court will be much more apt to preserve a proper continuity of disciplinary policy.

"In view of the nature of this duty and the importance and responsibility of the officer to be charged with it, we suggest that the Mayor appoint an officer to be known as the 'Judge of the Court for Police Discipline,' such officer to have a term co-terminous with that of the Mayor, and a salary of \$7500. We believe that direct responsibility to the Mayor would increase this official's dignity and independence, though his findings should be subject to the Commissioner's review. The amount of salary proposed, the same as that now received by the Commissioner, suggests that the salary of the Commissioner be increased. Though this is a detail outside our subject we are strongly of the opinion that it should be.

"We believe also that all major trials should be held at Police Headquarters and not in different boroughs as at present.

CONSIDERATION OF PAST RECORDS

"In some of the cases that have reached the Courts the point has not been left clear as to whether the past record of an officer may be considered in determining the probability of his guilt. That the Commissioner may consider this record in determining the severity of punishment has not been ques-

tioned. It would be proper, however, in our judgment, to have the record actually put in evidence, and considered for or against an accused officer. We favor such legislation as may be necessary to make this practicable.

THE IMPOSITION OF PENALTIES

"The weakness of the present trial system lies very largely in the imperfect system of punishment. Under the Charter (Section 302) the Commissioner may punish an officer found guilty of any one of the following offences: 'Any criminal offence, or neglect of duty, violation of rules, or neglect or disobedience of orders, or absence without leave, or any conduct injurious to the public peace or welfare, or immoral conduct or conduct unbecoming an officer, or any breach of discipline.' The degrees of punishment are prescribed, in the same section, as follows: 'By reprimand, forfeiting and withholding pay for a specified time, suspension, without pay during such suspension, or by dismissal from the force; but no more than thirty days' salary shall be forfeited or deducted for any offence.' The Courts have held that they will not interfere with the judgment of the Commissioner in fitting the punishment to the particular offence. He may if he chooses inflict the maximum penalty for the minimum offence. The Commissioner may, therefore, make the scale of punishment as severe as he likes. The difficulty in the past has been that, with exceptional years here and there, the scale has been too light, and that it is not uniform. Different Commissioners, under different administrations, have established or maintained their own standards, and even under the same administration, in different boroughs, the disparity in strictness is apt to be marked. The last five years, for instance, show the following widely varying figures:

	1900	1901	1902	1903	1904
Men tried	2959	2304	3425	5575	3427
Not guilty	556	850	588	1195	567
Reprimanded	596	262	842	746	541
Fined	1596	1033	1745	3343	1681
Dismissed	21	32	88	86	18
Cases pending	158	122	85	68	619

It appears that the total number of complaints made and the degrees of punishment have varied alike. During the year 1903, when discipline, compared with an average year, was more strict, there were 2000 more complaints than in 1904. The percentage of those found not guilty was about even, but of those disciplined 86, or 2 per cent., were dismissed in 1903, against 18, or less than 1 per cent., in 1904. Eighty per cent. were fined in 1903, against 75 per cent. in 1904, and 18 per cent. merely reprimanded in 1903, against 24.2 per cent. in 1904. Above the grade of patrolman there were 229 men tried and 172 found guilty in 1903, against 47 tried and 21 found guilty in 1904, while the percentage in this class of those who were dismissed, fined, or reprimanded after conviction was 50.2 per cent. in 1903 and 12.7 per cent. in 1904. These figures show with great clearness the need of the adoption of some uniform scale of penalties.

"We believe that the establishment of such a scale should be required by law, the details to be left to the Commissioner, that the Commissioner should establish a code carrying maximum and minimum penalties, between which he may punish according to the seriousness of the individual offence, and that the punishment for repeated offences be made cumulative. Doubtless the Commissioner has the power to do this under the law as it stands. Mr. McAdoo has expressed his approval of such a plan, but his action, unfortified by law, would not be binding upon his successor. We believe that the Code established should increase the severity of sentences, throughout the list, over those customarily passed at present, for the small proportion of dismissals compared with the number of such offences as being 'off post,' intoxication, and the like, indicate a continuation of the leniency that has contributed so greatly to the demoralization of the force in the past.

THE RIGHT OF DISMISSED MEN TO PENSION MONIES

"It has been argued not infrequently in cases of absolute dismissal that a person dismissed is compelled to relinquish

what should be considered a vested though prospective right in his retiring pension. This is a debatable question. Pro rata deductions of two per cent. are made from the statutory salaries of the men of every rank to be applied to the pension fund. It has been argued that these deductions are a form of insurance premium taken for a purpose personal to the individual officer, and that they should not be divertible for any other purpose. It appears, however, that the deductions now form not more than one-sixth of the pension fund, the rest coming from public sources. The amount that could be involved in any case would be relatively slight, and we suggest that this question be eliminated by a provision that when a policeman is dismissed the sum of the deductions from his salary up to the date of dismissal be restored to him.

OUTSIDE INTERFERENCE WITH TRIALS

"The interference of outsiders with police discipline is one of the most pernicious of the evils with which the trial-officers have to contend. A policeman about to be placed on trial, or who, having been tried, is awaiting sentence for his offence, usually starts in motion all the 'influence' he can command to secure a quashing of the case against him or a mitigation of punishment. Most frequently, though not always, that influence is political. The number of letters, telephone messages, and personal calls under this head, that the Commissioner or his deputies receive during a single year is very great. The average trial officer not infrequently yields to them. The evil effect upon discipline will readily be understood. We suggest that interference in behalf of an offending officer on the part of any person other than his official superior be made a misdemeanor, and that an officer found guilty of soliciting such interference be dismissed from the force.

DESIRABLE ADMINISTRATIVE MEASURES

"Under the head of those matters wholly within the control of the Police Commissioner, or other municipal authorities, we

would urge (a) that in pursuance of the plan for making the trial system more uniform, a single deputy be employed as Trial Commissioner (if the permanent court proposed is not created), and that in the trials of minor offences, which constitute the great bulk, he be required to sit at the local station-house, instead of calling so large a number of men, with witnesses for or against, to Headquarters in Manhattan or Brooklyn; (b) that an assistant corporation counsel be detailed to the Department to assist in the conduct of trials of larger importance; and (c) that some form of efficiency record be adopted covering every detail of police work, in which credit marks or 'numbers' shall be entered for good service and disciplinary marks as part of the punishment for all proved offences not resulting in dismissal, such marks or numbers to count definitely for or against a man not only when he is the subject of a complaint, but when he is a candidate for promotion.

"Your Committee believes that the adoption of the plan herein outlined would, through the systematic improvement of discipline for which it calls, place the Police Department on a far more efficient and self-respecting basis."

THE COMMITTEE OF NINE

While this special committee of the Club was carrying on its investigations in regard to this special phase of Police Administration, a situation had arisen in the Police Department which seemed to point to the necessity of a larger and more lasting study of the whole problem of Police Administration.

About the middle of January the newspapers were filled with accounts of highway robberies and an apparent outbreak of lawlessness, which many believed the Police Department was unable to cope with.

Mr. R. Fulton Cutting, a Vice-President of the Club, on January 18, 1905, called the attention of the Trustees to this condition in a communication, in which he said:

"It seems to me the present deplorable condition of the Police Force calls for immediate and serious consideration of the organization of the department by men whose known public spirit will assure disinterested action. A new and determined effort must be made to propose methods by which this grave question can be taken permanently, not out of politics, but out of partisanship. At present our streets and avenues and even our homes are unsafe. The prevalence of vice and crime is giving the city an unenviable reputation.

"Let the City Club call a conference of citizens to discuss this question and to appoint a committee to study it and report to an adjourned meeting. For the sake of the force itself, as well as that of the city, it must be given a better opportunity to earn a reputation for morality and honesty, such as it deservedly enjoys for physical courage. I hope the Club will see fit to appoint a special committee with power to arrange for such a conference."

In accordance with this suggestion, the Trustees, at their meeting on the same evening, appointed a special committee to consider this matter, with power to call a conference of citizens and to take such other action as might be necessary. This committee was constituted as follows: Isaac N. Seligman, Chairman; R. Fulton Cutting, Joseph G. Deane, Frank J. Goodnow, George McAneny, and Lawrence Veiller. The Committee organized the next day and met every day during the week following. As a result of their conclusions, it was determined to ask a number of New York's leading citizens to sign a call for a meeting to be held at the Chamber of Commerce, to consider the problem of Police Administration and to appoint an appropriate committee of citizens to make such investigations as might be necessary to secure adequate remedies. Under date of January 26th, the following call was sent out for the meeting to be held on January 30th:

"NEW YORK, January 26, 1905.

"DEAR SIR:

"Renewed public discussion of the problem of Police Ad-

ministration in New York brings up very forcibly the need of some solution that shall be permanent. The effect of continued failure to correct a troublesome condition can only be demoralizing. That the means of lasting correction can not be found does not seem credible.

"The evils and imperfections through which, traditionally, the efficiency of the force has suffered have proved so persistent, and have appeared under so many administrations, that they must be recognized as very largely inherent in the system itself. Much will always depend upon the disposition and the ability of the department head. But it is manifest that the limitations of tenure and power attaching to the commissionership, and the restrictions placed upon the free employment of disciplinary measures, render it most difficult for any commissioner, however conscientious, either to establish properly his own authority or to secure the loyal service of his subordinates. It is equally clear that the effort of any commissioner to perform his duty, especially in the repression of those vices that under our Code are criminal, must frequently be discouraged if not defeated when the evidence required for conviction is of a sort unreasonably difficult to secure.

"Moreover, for their own sake, as well as for the sake of the city, opportunity should be given the police as a body, to earn a reputation for honesty and for concrete accomplishment in dealing with crime, such as they already enjoy for physical courage.

"The measures necessary to accomplish these ends, if they are to be adequate, and in fact permanent, should be based upon a careful and thorough study of the subject, and, if such a study shows the need, they should be radical and sweeping.

"You are invited to attend a meeting of citizens to be held on Monday, January 30th, at 3:30 P.M., at the Chamber of Commerce, which has kindly permitted the use of its large hall, to discuss this most important question, and to consider the advisability of appointing a Committee to take it up in detail and propose suitable recommendations.

"Trusting that it will be practicable for you to attend, we remain,
Yours very respectfully,

"FELIX ADLER,	ALEXANDER E. ORR,
NICHOLAS MURRAY BUTLER,	JOHN E. PARSONS,
R. FULTON CUTTING,	GEORGE FOSTER PEABODY,
ROBERT W. DE FOREST,	HENRY C. POTTER,
CHARLES S. FAIRCHILD,	GEORGE L. RIVES,
AUSTEN G. FOX,	ELIHU ROOT,
HENRY HENTZ,	JACOB H. SCHIFF,
WILLIAM B. HORNBLOWER,	ISAAC N. SELIGMAN,
ADRIAN ISELIN, JR.,	EDWARD M. SHEPARD,
MORRIS K. JESUP,	CHARLES STEWART SMITH,
J. PIERPONT MORGAN,	OSCAR S. STRAUS,
ROBERT C. OGDEN,	ALFRED T. WHITE,
JAMES T. WOODWARD."	

This meeting was one of the most distinguished and representative gatherings seen in the city of New York for many years. Many of New York's prominent citizens were present—in all, about 250 people. The meeting organized by the appointment of Mr. Austen G. Fox, the President of the City Club, as Chairman of the meeting; and brief speeches were made by Charles Stewart Smith, Isaac N. Seligman, George L. Rives, Jacob H. Schiff, Joel B. Erhardt, and others.

At this meeting the following resolution was adopted:

"Resolved, That a Committee of Nine, of which the Chairman of this meeting shall be a member, be appointed by the Chair to inquire into the organization, discipline, and administration of the police and the present state of the laws affecting the Police Department, to ascertain to what degree improvements in existing conditions must depend upon new legislation, and, at such times as may seem to them expedient, to promote such measures of a legislative or other character as will in their judgment most effectually secure the objects herein set forth."

In accordance with this resolution the following persons were named as members of the committee: Austen G. Fox,

Chairman; Henry deForest Baldwin, George McAneny, James McKeen, John G. Milburn, William Church Osborn, Elihu Root, Jacob H. Schiff, and Isaac N. Seligman.

The Committee at once organized and appointed as its secretary Mr. T. Ludlow Chrystie, making its headquarters at the City Club, holding sessions almost daily for a period of six weeks, and calling into consultation a large number of former Commissioners and Deputy Commissioners of the Police Department, as well as other persons having an expert knowledge of police affairs.

At the outset the Committee had referred to it by Mayor McClellan an outlined plan of legislation suggested by Police Commissioner McAdoo, and had at each subsequent stage of its work the co-operation of both the Mayor and the Police Commissioner. It examined also into actual administrative conditions, the disposition of the members of the force, the state of discipline, and the organization and methods of the Detective Bureau.

The Committee made its report under date of March 18, 1905, and presented an act amending the charter and designed to carry into effect its recommendations.

Its recommendations, briefly summarized, were as follows:

"*First:* That the administrative and supervisory functions of the Commissioner be separated from those that, in the sense of involving command of the force, are purely executive, and that the latter be vested in a uniformed 'Chief Inspector.'

"That the Chief Inspector be given the power of assignment and transfer of the men and be made responsible for the efficiency of the force, but that the Commissioner's own general responsibility be continued by making the Chief Inspectorship an assignment for an indefinite period, revocable at the will of the Commissioner.

"That provision be made for a trial deputy, and for broadening the powers of the Commissioner in punishing breaches of discipline. That salaries of the Commissioner and Deputy Commissioners be increased.

"*Second:* That the present detective bureau be abolished and its members remanded to police duty, except that members of ten years' service may, when they retire, retire on the pension of a sergeant; that a new bureau be organized for detective service, the members of which shall be drawn from, and be subject to return to, the uniformed force; that the members shall neither gain nor lose in their eligibility for promotion because of service in the new bureau, and that there shall be grades of pay in the bureau according to proven efficiency.

"*Third:* That a special bureau be organized, charged with the duty of detecting violations of the excise laws and the laws against gambling and disorderly houses; that, with respect to violations of these laws, the Commissioner be empowered to limit the duties of the uniformed men to the preservation of public order and decency."

The Committee also submitted a bill designed to increase the efficiency of the force, by requiring a record to be kept of meritorious services, as well as of proven charges, and by adding inefficiency as one of the causes for punishment, stating that they expected to treat this subject more fully in a later report on the administration of the department. They also submitted a further amendment bearing upon police trials, providing for such trials at least once a week in each borough by a Deputy Commissioner, and that on such trials the efficiency records might be used in evidence. To the punishments now permitted they recommended adding punishment by reduction in rank or grade.

The report also briefly discusses the Three-Platoon System and the question of Appeals from the Decisions of the Commissioner on Trials.

Bills embodying these conclusions were introduced in the Legislature by Assemblyman Prentice and Senator Cooper on March 22, 1905. (Assembly Bill 1599; Senate Bill 958.)

The recommendations of the Committee of Nine, however, did not meet with the public support from the press which would have been expected under the circumstances, although certain

newspapers strongly endorsed them. Due to this lack of public sentiment and due also to the organized opposition of certain of the employees of the Police Department, and, it is alleged, to the use of a considerable fund at Albany, the legislation was defeated at the close of the session, although for a time the prospect of its passage had been extremely favorable. Many amendments to the original proposals, however, were made necessary in order to meet the views of conflicting interests and of the various legislative leaders. While preferring their original legislation, the Committee of Nine very wisely made such concessions as, in their judgment, would not materially alter their original remedies; and had it not been for the active opposition of the Police Department employees the bill undoubtedly would have become law.

THE ABOLITION OF THE "RAINES LAW HOTEL"

For the past ten years there has existed in New York a peculiar institution, known as the "Raines Law Hotel," which sprang up soon after the passage of the Raines Liquor Tax Law in 1896. Almost immediately thereafter the saloon-keepers sought to find some method by which they could keep open on Sunday, and soon discovered that, if they could have a hotel business in connection with their saloon they could do this, as the law permitted the sale of liquor on Sundays in such buildings. In order to have a hotel under the Raines Law, however, it was necessary to have at least ten sleeping-rooms; and, to meet this requirement, many saloon-keepers obtained possession of the second floors of the buildings in which their saloons were located and proceeded to alter them into sleeping-rooms, putting up partitions to form rooms. Thus, there soon were a large number of buildings which were not properly hotels, but which had been made into hotels for the purpose of selling liquor on Sunday.

The Committee of Fifteen, which in 1901 made a thorough

investigation of the "social evil," in its report described these places at length and said of them:

"No one who has lived in New York City can have failed to realize that there is close connection between what is popularly known as the 'Raines Law Hotel' and professional vice. The term is rapidly coming to be synonymous with house of assignation. . . .

"New York presents the unique feature of providing virtual houses of accommodation throughout the city, quite without regard for the actual demand for them. As a consequence, all difficulties that normally lie in the way of soliciting in other than notorious parts of the city are removed. The street-walker may make any place she chooses the scene of her operations. As a result, solicitation is probably more general in New York than in any other American city. . . .

"Nothing can be clearer than the fact that the possibility, due to the Raines Law Hotels, of soliciting now in one part of the city, now in another, increases immensely the number of persons whom the prostitute can subject to her allurements. Moreover, so long as solicitation is confined to comparatively limited areas, it is possible for police agents to restrain, to a certain extent, the conduct of vicious women. When solicitation may occur in any part of the city, the task is made immeasurably greater. Accordingly, the power for evil of the prostitute is increased not only by the possibility given her of meeting greater numbers of men, but also by the greater freedom with which indecent proposals may be made.

"More serious still, many of the Raines Law Hotels are themselves the scene of most insidious and therefore most effective solicitation. The average citizen goes there to drink his glass of beer and to listen to the bad music and worse jokes that play so important a part in summer entertainment. When there, he becomes subject to solicitation which has the appearance of a mere flirtation; if he yields, it is with the least possible shock to his moral sensibilities; he may feel that he did not seek vice, but was overcome by circumstances. The convenient

arrangement of rooms makes exposure unlikely. Persons who would hesitate to enter a brothel or notorious rendezvous are easily 'victimized' in the Raines Law Hotel with summer garden or roof garden or other facilities for public entertainment. The uncompromising moralist will probably say that it is a matter of small importance what befalls such moral imbeciles. He might, however, change his opinion if he knew how many of them there are.

"Most serious of all, however, is the fact that the Raines Law Hotel which stands on the line between vice and harmlessness is very frequently the place where the growing boy is introduced to the mysteries of immorality. Where popular entertainment is given, it is inevitable that a certain number of immoral persons will be found, and if accommodations for vice are present, the work of recruiting the patronage of vice among boys will certainly be active. . . .

"The most damning charge of all, however, is that the Raines Law hotel provides the greatest known facilities for seduction. Young girls, brought by unscrupulous escorts to enjoy the entertainment given, are regaled on beverages of the influence of which they are ignorant, and, by the aid and assistance of the hotel provision, fall easy victims. That this is no imaginary evil, nor one which is rare, is known to any one in New York who has eyes to see and ears to hear."

Notwithstanding this full revelation of the conditions existing in this city and their effect upon public morals made in 1901, there had been no concerted effort made to do away with these evils when the City Club took up this matter in the latter part of 1904. During the month of November of that year there was considerable public discussion of the "Sunday Opening" question and of the excise problem generally, District Attorney Jerome having brought these matters to the front. On November 26, 1904, the Secretary of the Club wrote to Mr. Jerome suggesting that, if it was his desire to suppress the Raines Law Hotels, there were simpler and more practicable methods of accomplishing this result than by attempting to get legislation

which would permit the opening of saloons on Sunday, as the difficulties in the way of accomplishing the latter result were almost insuperable.

On December 21st, the Secretary of the Club submitted to the Board of Trustees a plan for securing legislation which would abolish the greater number of the so-called Raines Law Hotels by requiring that, before a liquor tax license is issued, or renewed, for a "hotel," a certificate shall be filed in the office of the Excise Commissioner by the local Building Department, to the effect that the building in question complies with the laws, ordinances, and regulations in regard to hotels. The Trustees, at their meeting on that date, authorized the Secretary to draft such legislation and to organize a movement to accomplish its passage.

Immediately after this the Secretary had important conferences with leaders of the dominant political party in the Legislature, explaining the plans of the Club in regard to this matter and securing their co-operation. Assurances were received at these interviews that, so far as these leaders were concerned, action would be taken at this session of the Legislature that would result in the abolition of these vile resorts.

Shortly after this, the Anti-Saloon League, a State body organized for the purpose of solving the liquor problem generally, called a conference of religious organizations on January 3, 1905, at which a general legislative programme in regard to the excise question was presented. The first and most important feature of it was a movement for the abolition of the Raines Law Hotel. Strangely enough, the method planned to accomplish this result was identical with the recommendations that had been made by the Secretary of the City Club on December 21st.

Before this conference was held a meeting was arranged by the Secretary of the Club with the Attorney for the Anti-Saloon League, and a plan was agreed upon by which a joint movement between the two organizations should be carried on. At the meeting called by the Anti-Saloon League, the Secretary

of the Club urged that the movement be made broader in its scope and that other civic organizations be invited to co-operate; a special Executive Committee was then appointed to carry on the campaign and to consider the form of legislation and the methods of accomplishing it.

On January 10th a call was issued for a conference to be held at the City Club on January 16th to discuss the question of the evils of the Raines Law Hotel and the best method of securing its abolition; this call was sent out to about one hundred organizations and individuals who would be interested in this subject, including all of the leading political, civic, and charitable organizations of the city. The conference was attended by over one hundred persons; and resolutions strongly condemning the existing evils were adopted, the chairman of the conference being authorized to appoint an Executive Committee to have charge of a legislative campaign to abolish the evils of the Raines Law Hotels.

Shortly after this meeting a Committee of Fourteen, comprising the two Executive Committees appointed as a result of the two meetings, was formed to carry on the legislative campaign against these vile resorts. The Committee was composed of the following persons: Rev. John P. Peters, Chairman; Thomas H. Reed, William Jay Schieffelin, Francis Louis Slade, Rev. Thomas A. Daly, Rev. Lee W. Beattie, George Haven Putnam, Hon. William S. Bennet, Lawrence Veiller, Rev. Howard H. Russell, Isaac N. Seligman, Prof. Francis M. Burdick, Mrs. V. G. Simkhovitch, and Rabbi H. Pereira Mendes. It at once organized and appointed a Committee on Legislation, composed of Hon. William S. Bennet, Thomas H. Reed, the Attorney for the Anti-Saloon League, and the Secretary of the City Club.

The bill which had been drawn by the Anti-Saloon League and which had been presented at the meeting held by them on January 3d was discarded by this committee, as it was found that it would not accomplish the purpose desired, and new legislation was therefore drafted by this sub-committee, the

Secretary of the Club taking a leading part in its preparation.

The bill finally adopted provided that, before the Commissioner of Excise could issue a liquor tax certificate, in cases where the applicant stated that a hotel was to be run in connection with the sale of liquor, the Excise Commissioner should, upon receipt of such application, forward a statement to the local Superintendent of Buildings requesting him to report certain facts, viz., (1) the date on which the building was altered into a hotel; (2) the number of feet in the height of the building; (3) whether the building was fire-proof or not; (4) whether the building complied with the structural provisions of the Raines Law in regard to the number of rooms, size of dining-room and kitchen, thickness of partitions separating the bedrooms, the size of the bedrooms, and the method of lighting and ventilation, etc. It further provided that, if the report from the Superintendent of Buildings showed that the building in question did not comply with all the provisions of the Liquor Tax Law and did not also comply with those sections of the Building Law which require hotels over thirty-five feet high to be fire-proof, the Commissioner of Excise should be prohibited from issuing a liquor tax certificate or license. It was the belief of the framers of this act that its effect would be to leave the existing saloons as they are, but to remove entirely, in the great majority of cases, the ten-room attachments which are the source of so much crime in this and other cities.

The peculiar political situation existing in the Legislature made it of paramount importance—if the legislation contemplated was to succeed—to secure, at an early date, the co-operation of Senator Raines, who had been the father of the original Raines Law and who was regarded in the Legislature as being the leading authority on the excise question—in fact, there was little chance of any excise legislation being passed if it met with his opposition. In view of this situation special efforts were made by the Secretary of the Club to secure Senator Raines' co-operation; after several conferences this result was accomplished, the Senator deferring to the views of the Club

and adopting their plan, although there had been a radical difference of opinion before between him and the advocates of this new legislation, the main point of difference being that he had desired that the report of the Superintendent of Buildings in regard to the structural condition of the hotel in question should be made *after* the Excise Commissioner had issued the liquor tax certificate, while the members of the Committee of Fourteen believed that such a report should be made *before* the certificate was issued. These conferences with Senator Raines were so successful that he agreed to introduce the bill on behalf of the Committee of Fourteen and make it his own measure. This accordingly was done, and the bill was introduced by him on February 15th (Senate Bill 393), and in the Assembly by Assemblyman Prentice (Assembly Bill 679).

At different times important hearings were had before the committees of the Legislature to whom the bills were referred and strong delegations were sent to Albany by the Committee of Fourteen. The facts placed by them before the Assembly committees disclosed such a condition of affairs in regard to most of these places that it was necessary to hold the hearings behind closed doors, as the conditions described were not fit for publication.

Numerous amendments were offered to this bill by Senator Raines; toward the close of the session it appeared that an attempt was being made by the influences which would be most affected to defeat its passage by underhand methods. The measure finally became so seriously weakened by amendments that it became necessary to break entirely with Senator Raines, who had abandoned his original position and was found to be working against the interests of the bill. A vigorous campaign was waged at this crisis by William S. Bennet, the Chairman of the Legislative Committee of the Committee of Fourteen, and, owing to his efforts and the co-operation of Governor Higgins and Speaker Nixon, the bill was finally passed. It was passed at so late a date, however, that it would not have become operative for another year, because of the fact that liquor tax

certificates regularly expire on May 1st of each year, and all the new certificates had been granted before the bill took effect, early in May.

To remedy this condition of affairs a plan was suggested by the Secretary of the Club, by which supplemental legislation was embodied in the so-called "Ambler Bill," introduced by Senator Ambler (Senate Bill 1532). This bill provided that, during the year 1905, any taxpayer might file a request with the Excise Commissioner that a specific hotel be inspected and, upon receiving such request, the Excise Commissioner would be compelled to ask the Superintendent of Buildings, or similar local officer, to make an examination of the hotel and to report whether the building in question complied with the provisions of the Liquor Tax Law in regard to the size of dining-room and kitchen, the number of bedrooms, the thickness of partitions between such bedrooms, and their size, lighting, and ventilation; also, whether the particular building complied with the provisions of the local building laws in regard to fire-proof construction. After a most strenuous fight in the Legislature, the Ambler Bill was finally passed, upon an emergency message from Governor Higgins, and was duly signed by him.

The Committee of Fourteen, after securing the legislation it had contemplated, decided to continue its existence and to carry on a practical campaign to secure the enforcement of the new law and the actual abolition of these disorderly resorts. At the time of writing this report, this campaign is being carried on with considerable vigor, and the Secretary of the Club is serving as a member of the Executive Committee of the Committee of Fourteen, appointed for this purpose. Undoubtedly further legislation will be needed at the next session of the Legislature, and the fight of last winter will have to be renewed.

THE CAMPAIGN AGAINST THE POOL-ROOMS

In the spring of 1904 the attention of the Trustees was called by Doctor Thomas R. Slicer, the Chairman of the Club's then

Commission on Municipal Government, to the fact that an arrangement existed between the Western Union Telegraph Company and the managers of the cable and route through out the city, by which the telegraph company supplied the power to the good room at a fixed tariff of charges.

At the request of Doctor Allen, a sub-committee consisting of himself and Mr. Nathan Goodland was appointed to investigate this subject and to report to the Board of Finance the next session. This report was submitted at the annual meeting in 1894, and the facts therein disclosed by Mr. Goodland were startling in their nature and of a sensational character.

Mr. Goodland, personally, accompanied by a delegate called at the office of the Western Union Telegraph Company, stated that he desired to install a good room in a certain house, was interested in the manager of the telegraph company, a good room department, and there made a definite agreement for the installation of a special wire, the cost of an operation supplied by the telegraph company, and the furnishing of power to be supplied, for the purpose of running a good room at the post office location.

These facts were presented by Mr. Goodland with great wealth of detail, and, possibly, with a selection account of this interview and of a subsequent interview.

In submitting his report, Mr. Goodland made it very clear that it was not his purpose, nor the purpose of the Board to suppress this good room business nor to suppress competition in the city of New York, but to make a report to the community and to the management of the Western Union Telegraph Company, that the fact that they were engaged in an enterprise and the management of the Western Union Telegraph Company, and that they were engaged in the public interest of the community, the community.

Immediately after the Annual Meeting of the Board of Finance, the subject was taken up by the Board of Finance, and the Western Union Telegraph Company was requested to supply the power to the good room at a fixed tariff of charges, and the power to be supplied by the telegraph company, and the furnishing of power to be supplied, for the purpose of running a good room at the post office location.

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What publicly is said on this matter is that the people of the United States are not yet ready to accept the principle of a public statement of the government's policy on the subject of the atomic bomb. The fact is, however, that the government has already made such a statement, and that it has done so in a way which is both clear and unambiguous. The government has stated that it has the right to use the atomic bomb in the event of a war, and that it will use it if it is necessary to do so. This statement is a clear and unambiguous statement of the government's policy on the subject of the atomic bomb, and it is a statement which is in accordance with the principles of the United States Constitution.

THE ATOMIC BOMB

The question of the atomic bomb is one of the most important questions of our time. It is a question which has already led to the destruction of two cities, and it is a question which has already led to the death of many thousands of people. It is a question which has already led to the creation of a new and terrible weapon of war, and it is a question which has already led to the creation of a new and terrible threat to the peace of the world. It is a question which has already led to the creation of a new and terrible danger to the lives of all people, and it is a question which has already led to the creation of a new and terrible danger to the future of the world.

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Committee on Municipal Government, to the fact that an arrangement existed between the Western Union Telegraph Company and the managers of the various pool-rooms throughout the city, by which the telegraph company supplied racing news to the pool-rooms at a fixed tariff of charges.

At the request of Doctor Slicer, a sub-committee consisting of himself and Mr. Norton Goddard was appointed to investigate this subject and to report to the Board of Trustees their conclusions. This report was submitted at the annual meeting in 1904, and the facts then disclosed by Mr. Goddard were startling in their nature and of a sensational character.

Mr. Goddard, personally, accompanied by a detective, called at the offices of the Western Union Telegraph Company, stated that he desired to install a pool-room in a certain house, was referred to the manager of the telegraph company's pool-room department, and there made a definite agreement for the installation of a special wire, the services of an operator employed by the telegraph company, and the furnishing of racing news regularly, for the purpose of running a pool-room at this particular location.

These facts were presented by Mr. Goddard with great wealth of detail, and, practically, with a verbatim account of this interview and of a subsequent interview.

In submitting his report, Mr. Goddard made it very clear that it was not his purpose, nor the purpose of the Club, to suppress the pool-room business nor to suppress gambling in the city of New York, but to make evident to the community and to the eminent directors of the Western Union Telegraph Company the fact that they were engaged in an unlawful and immoral business, relying upon the public spirit of these directors to remedy the conditions.

Immediately after the Annual Meeting of the Club a communication was addressed to each one of the directors of the Western Union Telegraph Company calling their attention to the facts presented by Mr. Goddard and asking them to discontinue their racing service.

Great publicity was given this matter by the press, it being the chief topic of newspaper discussion every day for over a month. So strong a public sentiment developed as a result of this discussion that in a few weeks the telegraph company announced that it had discontinued the pool-room service in its entirety. Police Commissioner McAdoo joined in the movement and co-operated actively with the Club, inaugurating a vigorous campaign for the suppression of the pool-rooms. As a result of the Club's efforts, the pool-room traffic, though still carried on, was reduced to the narrowest limit.

CIVIL PENSIONS

The question of civil pensions is one which has been brought forward during the last two sessions of the Legislature. During the session of 1904 a bill providing for the pensioning of civil employees generally was introduced in the Legislature at the instance of the Association of Civil Employees. This bill was passed by the Legislature and the Club opposed it at the hearing held before Mayor McClellan, who, as a result of the representations then made by the Civil Service Reform Association and by the Club, vetoed the measure.

During the past session of the Legislature an almost identical bill was introduced by Assemblyman Yale (Assembly Bill 171).

At the Annual Meeting of the Club held in 1904, the subject of civil pensions was brought up and the whole question was, at a later date, referred by the Trustees to the standing committee of the Club on the Civil Service for investigation and report. During the year this Committee, of which Mr. George McAneny is Chairman, had been making a thorough investigation of this subject, so that when the Yale Pension Bill was introduced the Committee had already made an examination into the main points at issue. A comprehensive and complete report on this bill was made by this Committee and was printed in pamphlet form and published by the Club during the year.

In its report the Committee says:

"Aside from the question as to whether it is or is not good public policy to pension civil employees, which need not now be debated, the Committee is of the opinion that the system proposed by this bill is an impossible one. It believes that the plan should be opposed by the City Club not only as unsound financially and incorrect in principle, but as liable to establish an extremely troublesome precedent.

"The bill provides for a fund to be administered by the Comptroller, and includes among its beneficiaries all city, county, or court employees, within the city, who are not at present pensionable as policemen, firemen, teachers, or attachés of the Health Board, and who consent to certain contributory deductions from their salaries. The Mayor, the Comptroller, and the City Chamberlain are to act as a Retiring Board and the following extraordinary pensions are to be paid:

"(a) One half the amount of the average annual salary for the three years preceding retirement, to any person now in the service who has served twenty-five years, or who may hereafter complete a service of twenty-five years; this pension to be granted upon the employee's application, without regard to his age at the time of such application, and to run for the rest of his natural life;

"(b) A similar pension, 'within the discretion' of the Retiring Board, to an employee who applies for it and who has served twenty-one years;

"(c) A *pro rata* of the above amount to any employee who, after ten years' service, is retired for physical disability or who is removed or suspended from the service 'through no fault or delinquency on his part,' or whose position is 'abolished.'

"Except in cases of physical disability there is no provision for compulsory retirement at any age.

"The average age of entrance to those branches of the city service covered by the bill is now about twenty-five. Large numbers of clerks and others are appointed, however, much nearer the minimum age of eighteen. While, therefore, the

average age at which an employee might retire on half-pay would be from forty-six to fifty, according to the discretion of the Retiring Board, it is literally true that an able-bodied man might be given a pension at thirty-nine, or at forty-three claim one as a matter of right. . . .

"The provision made for pensions based upon comparatively brief time-service, and not upon the attainment of an age of presumptive superannuation, is in itself unprecedented and would prove unprecedentedly expensive. To couple with it provision not only for those who become physically unfit, but for those who for administrative reasons are removed, or whose positions are abolished, adds another new and very remarkable element. . . .

"It hardly requires mathematical demonstration to show that the share of the cost of maintaining such a system to be met by the salary deductions, would, as the calls upon the reserve mounted higher, be insignificant. The city, charged by the act with the administration of the fund, and committed, as in effect it would be, to its support, would be called upon to meet the increasing deficiencies until we should have a 'Civil Pension List,' with little pretence of its being anything else. Starting with a pensionable body of 8000, more than a majority of whom would in time be eligible for retirement, and estimating the average retiring salary at from \$1500 to \$2000, we should in time have an annual bill under this head running into the millions. . . .

"In the Police Department, where the men cannot retire until they are at least fifty-five, there are to-day 8200 on the active rolls, while already 1312, certainly the great majority of those eligible, are on the roll of pensioners. The cost of the Police Pension Fund for the year 1904 alone was \$1,209,854, of which \$900,000 went to the retired men. Of that amount, \$218,771—or two-sevenths—came from two per cent. salary deductions, and the rest from the public treasury, while the shrinkage of the reserve almost to the disappearing point, at the close of the year 1904, must throw upon the city an even greater proportion of the future cost.

"The argument that all city employees should be pensioned because the police, the firemen, and the teachers are, does not in our judgment apply. The uniformed forces perform quasi-military duty involving more or less physical risk and a life of exposure. The teachers are in a calling almost monopolized by the city. Leaving this after any considerable length of service they would have little chance of securing similar employment elsewhere, and the salaries they receive are too small to permit of extensive saving. The general run of civil employees, if they suffer any of these disadvantages, suffer them certainly in much less degree. As a matter of fact, however, their salaries are higher and their hours far shorter than those that prevail in private employment.

REASONS AGAINST THE BILL.

"The bill should be opposed for the reasons that:

"I. It is wrong in its fundamental principle, the justification of any pension depending upon its use for the relief of age or disability alone;

"II. It not only substitutes a limited time-service for the usual basis of retirement, but fixes no age at which retirement may be compelled, failing, therefore, as a measure for the correction of any actual evil of superannuation, if any exists;

"III. It discriminates sweepingly in favor of the older men in the service, placing the expense of pensioning them almost wholly upon the younger men;

"IV. It presents a financial plan based largely upon chance estimates of the number of those who will waive their rights of retirement and remain in the service, a plan which, tested by actuarial tables, promises to yield a small part only of the cost of the system proposed; and

"V. It would commit the city to the support of a pension list, and to the payment of increasingly heavy deficiency appropriations, without the slightest justification for the laying of such a charge upon the tax-paying public.

"It may be said in conclusion that if it were in fact the plan

to create a system supported by the contributions of the men, it would not be necessary to involve the city in any way in the undertaking, for the employees may at any time organize a mutual-benefit association, under the general laws of the State, that would adequately serve such a purpose."

The history of the attempt to pass this bill through the Legislature and the methods employed would make extremely interesting reading, were there space to record it. The bill was "railroaded" through the Assembly without public hearings and was slated to go through the Senate, until the City Club stopped it and waged so effective a campaign against it that, when it was finally passed, it was in such an emasculated form as to materially weaken its provisions. A battle royal was waged quietly for several weeks between the advocates of the measure and the Secretary of the City Club, in the attempt to get the bill out of committee on their part and to keep it in committee on the part of the Club. Although the bill finally emerged from committee in greatly amended form and was passed by the Legislature, when it came before Mayor McClellan it was again vetoed by him, with a veto message which left no doubt in the public mind as to where the Mayor stood in regard to this plan.

Although the advocates of this bill state that they have abandoned it and will not present it at the next session of the Legislature, in all probability this, or a similar plan, will come up at each succeeding session for some time to come.

SALARY "GRABS"

During the 1904 session of the Legislature, the Secretary of the Club made a comprehensive report on the bills increasing the salaries of city employees that had been introduced during that session, which showed that if all these bills had passed, there would have been added a million dollars a year to the expenses to be borne by the tax-payers.

Due in part to the publicity given this report, at the past session of the Legislature, while there were many such bills introduced, the number was smaller than during the preceding session and the amounts involved were also materially less.

During the session of 1905, forty-two different bills were introduced increasing the salaries of city employees or of county employees embraced within the greater city. These forty-two bills, if they had passed, would have involved an increase in the annual expenditure of the city of \$652,358—that is, over half a million dollars annually simply in salary increases. The bills were all mandatory in their character and these increases in annual expenditure would therefore have become a fixed charge upon the city.

All of these bills were vigorously opposed by the Club's Committee on Legislation; as a result of this opposition and of the attitude of Mayor McClellan, out of the forty-two bills above mentioned only four became law.

A striking illustration of the skill with which such attempts are made and the necessity of the close attention that is given to this subject by the Club is found in a bill introduced by Assemblyman Brooks (Assembly Bill No. 1294). To the casual observer the bill did not appear as a bill increasing salaries, as it simply seemed to provide for a systematic classification of the existing employees in the Health Department in cities of the first class, viz., New York and Buffalo. A similar bill had been introduced the year before, affecting only New York City, and providing for a similar method of classification and involving large salary increases, and had passed the Legislature and been vetoed by Mayor McClellan.

This year the proponents of the measure (certain employees in the New York Health Department) hit upon the plan of having their bill introduced by an Assemblyman from Buffalo, making the bill apply to cities of the first class, thus preventing it from being sent to Mayor McClellan and thereby avoiding his action upon it, as, under the provisions of the Constitution, only city bills are sent to the mayor of any city for his acceptance

or non-acceptance. By making the bill apply to two cities and making it general in form, this constitutional provision was evaded. The bill was rushed through the Assembly, reported out of committee without a hearing—notwithstanding the request of the Club to be heard,—and was on order of final passage in that house when the provisions of the bill were thoroughly exposed in the papers by the Secretary of the Club.

The action of the Buffalo Assemblyman in introducing the measure, and the peculiar circumstances under which the bill had been introduced, it being understood that a fund had been raised by the employees of the Health Department in New York to facilitate its passage, were fully exposed, not only in the New York papers but in the Buffalo papers as well, and a number of editorials were written in Buffalo strongly condemning the action of the Buffalo representative. This exposé of the bill's purpose resulted in the bill's being dropped by its introducer. Had the bill passed, the annual salary list of the Health Department in New York City would have been increased \$88,500 without any corresponding benefit to the city.

This bill was especially undesirable because of the principle involved in it, viz., that of automatic salary increases of employees of a city department solely on the basis of the number of years of service irrespective of their efficiency or services performed.

If the bill had passed, 169 employees in the New York Health Department would have had their salaries suddenly increased \$300 a year, 42 employees would have had their salaries increased \$600, while 12 employees would have had their salaries increased \$900 a year; that is, men who had been in the department and had not received more than \$1200 a year for over fifteen years, and who, therefore, in the opinion of the various heads of the department during that period were not worth more than that amount, would arbitrarily have had their salaries almost doubled. It would also have taken from the head of that department the right to decide whether an

employee deserved an increase in his salary and would thus have done away with the existing Civil Service regulations concerning promotions in the city service.

With the better organization of the various city employees, the necessity for constant vigilance in defeating these organized attempts to raid the city treasury is each year growing greater and greater.

A BUILDING-DEPARTMENT SALARY "GRAB"

One of the most impudent attempts ever made to secure increased political patronage was made during the past year by the head of a thoroughly discredited city department, the Superintendent of Buildings of the Borough of Manhattan, Isaac A. Hopper. On April 29, 1904, he sent a communication to Borough President Ahearn, presenting detailed suggestions for an increase in salaries of the inspectors and other employees of the Building Department of which he was the head. This scheme was put forward under the guise of an alleged systematic "reorganization" of the department and "to prevent future Darlington disasters," a disaster which had occurred in the winter, when a new fireproof hotel in course of construction, had collapsed, killing a number of workmen. The Grand Jury on March 30, 1904, handed up a scathing presentment against the Department of Buildings for its neglect in this matter, and recommended that the inspector who had been responsible for the disaster be dismissed from the department, and that the whole system of administering the Building Department be radically changed.

Turning to his own advantage this censure of his department, Superintendent of Buildings Hopper put forward this scheme for the "reorganization" of the department. On analysis it appeared that this "reorganization" consisted in increasing the salaries of the existing inspectors and employees and appointing a large number of additional inspectors; forty-

two additional inspectors were to be added, and six additional chief inspectors, and six secretaries. The twelve latter positions would undoubtedly have been political places in the exempt class and not subject to civil-service rule. In addition, all of the inspectors in the department were to have their salaries raised from \$1200 to \$2000 a year and the chief inspectors were to have their compensation increased in a similar ratio. Even the inspector who had been responsible for the disaster and who had been so severely censured and whose immediate dismissal had been recommended by the Grand Jury was to share in this salary increase—that is, the Superintendent of Buildings proposed to reorganize this department and to punish the inspector who had permitted a new building to fall down while in course of construction, killing a number of people, by not only retaining him in the department but increasing his salary from \$1200 to \$2000.

On May 10th, a resolution was adopted by the Board of Aldermen authorizing the Superintendent of Buildings to prepare a plan for the re-organization of his bureau in accordance with the suggestions made by Mr. Hopper in his communication, and to submit such plan to the Board of Aldermen for their consideration.

On June 6th, Mr. Hopper submitted his full report to the Board of Aldermen, setting forth in detail the so-called plan of "reorganization" and showing the new places that he intended to create and the increased salaries that he desired to pay. The Board of Aldermen on August 9th adopted a resolution, authorizing the Comptroller to issue special revenue bonds to the amount of \$100,000 to carry out this plan. Under the provisions of the charter such a resolution must be approved by the Board of Estimate and Apportionment. That approval, however, was not given.

On January 31, 1905, this matter was revived and a new resolution was passed by the Board of Aldermen again requesting the Board of Estimate and Apportionment to authorize the Comptroller to issue special revenue bonds to the amount of

\$130,000 to provide the necessary funds to meet the expense involved in carrying out the plans of the Superintendent of Buildings.

Although the City Club took no public action in this matter, the facts in regard to the case were fully presented by the Secretary of the Club to Mayor McClellan, who vetoed the resolution with a ringing veto message, thus preventing the carrying out of this outrageous scheme.

THE REGULATION OF SALARIES OF CITY EMPLOYEES

Every year numerous bills are introduced in the Legislature providing for mandatory increases in the salaries of persons employed in the city's service and especially in those county offices which are embraced within the greater city, notably the offices of the Register, County Clerk, and Sheriff.

The existing provisions of law, as contained in Section 56 of the Greater New York Charter, are ample to cover the cases of employees whose salaries are fixed by the charter, but do not cover the salaries of county officers, whose salaries are fixed by special acts of the Legislature.

In opposing a bill of this kind, the Secretary of the Club suggested to the Committee on Cities of the Assembly that the labors of the Legislature would be materially lessened if an act could be passed by which the regulation of salaries of all employees in the city of New York whose salaries were paid out of the city treasury could be left entirely to the local authorities. This view was acquiesced in by members of the Committee who requested the Secretary to draft such a bill, stating that any member of the Committee would be glad to introduce it and would seek to secure its passage. Accordingly, such a bill was drawn and presented to the Committee and at a later date introduced in the Assembly. A similar bill was subsequently presented to the Committee on Cities of the Senate with the suggestion that the bill be introduced in that house as a Com-

mittee bill, which was done after slight amendment. Owing to the opposition of the local Republican organization in the Borough of Brooklyn, which feared the loss of a certain amount of political patronage, the bills failed of passage. This was an unfortunate attitude and a short-sighted one, but their influence was sufficient to defeat the measure.

That the position taken by the Club was sound is evidenced by the message written subsequently by Governor Higgins in connection with two bills increasing salaries in the office of the Register and Sheriff in Kings County (the Borough of Brooklyn). In his veto message the Governor said:

"In my opinion, it is not the proper function of the Legislature to fix the number and salaries of subordinates in county offices. The local authorities should have the power to regulate these matters."

The effort to secure the passage of such a bill will be renewed at the next session of the Legislature.

MUNICIPAL FERRIES

In connection with the city's taking over the management of the Staten Island ferry and the operation of the new municipal ferry-boats, there arose during the past session of the Legislature important legislation introduced in the interests of the ferry employees and intended to secure their retention in office by the city. This legislation in its original form was very objectionable, as it was mandatory and provided that, upon the taking over of the property by the city, all the employees who were then in the employ of the ferry company should continue in the city's employ and should be assigned to perform the same service on the same ferry where they were then employed and at the same wages. In so far as these bills sought to compel the local authorities to do that which they had full power to do, they were in violation of home-rule principles. They also seemed especially objectionable in compelling the city author-

ities to take persons into the city's employ irrespective of their capacity or ability. Not only did the bills compel the city to appoint these persons to the municipal service, but they even went so far as to provide that none of them could be removed except for incompetency or misconduct, shown after a hearing upon due notice, upon stated charges, and with a right of review by *certiorari* and also that they should be entitled to a writ of mandamus, provisions totally at variance with the provisions of the city charter in regard to the removal of other city employees.

While in sympathy with the desire to retain in the city's service the efficient employees of this ferry, the Club felt it incumbent upon it to oppose vigorously the bills in their original form; as a result of the Club's efforts these bills were completely blocked both in the Senate and Assembly. Finally, after conferences with President George Cromwell, of the Borough of Richmond, who was especially interested in securing this legislation for the residents of his borough, amendments were suggested by the Secretary of the Club removing the bills' objectionable features, and new bills were introduced providing for the retention of these employees in the city's service, after passing a satisfactory non-competitive Civil-Service examination. The further objectionable features abridging the right of the city to dismiss incompetent employees were also eliminated, and in their amended form the bills had the active support of the Club and were passed and became law.

REFORM IN THE MUNICIPAL COURTS

Early in January, Judge Alfred P. W. Seaman, a Justice of the Municipal Court, presented to the Club certain facts in regard to the conditions existing in that Court, and urged the Trustees to take up this matter and prepare remedial legislation.

In his report, Judge Seaman pointed out the great need of additional justices in certain Municipal Court districts—notably

in Manhattan,—owing to the large volume of cases coming before these Courts. In his report Justice Seaman says:

"Increase of population and improved administration have resulted in such a growth in the business of the Municipal Court that only constant diligence on the part of the justices has prevented the calendars from becoming as congested as those of the Courts of Record. It has not been unusual for justices to sit until six or seven o'clock in the evening in order to dispose of the calendar, and, in some cases, Court has been held up to midnight.

"The following table shows the number of summonses issued in some of the most busy districts of Manhattan during the year 1903:

Seventh District.....	7742
First "	4892
Fourth "	6057
Fifth "	6030
Tenth "	4071

Newly organized districts, for half year:

Thirteenth District.....	2835
Twelfth "	1950

"While it is true that many of these cases are settled before trial and some require only an inquest, it is not at all unusual for trials to last half a day, and some occupy two or even three days.

"The number of cases above given does not include landlord-and-tenant cases, which form an important part of the business of this Court and demand a great portion of its time and attention.

"The numbers of such cases in the most busy districts in 1903 were as follows:

Ninth District.....	9413
Fourth "	7707
Tenth "	7659
Fifth "	7319
Seventh "	5886
Eighth "	5562

"The result is that a justice finds himself confronted on return days, usually two days a week, with a calendar of from thirty to sixty landlord-and-tenant cases, the same number of return cases, and from twenty to fifty adjourned cases which have been set for trial on that day and on which litigants, lawyers, and witnesses are obliged to attend. The smaller number would be more probable on days designated for jury trials. On days other than return days, the calendar of adjourned causes will number from thirty to sixty cases.

"With all the experience which the justices have acquired in dealing with such calendars, from one to two hours must be consumed in calling the calendar before trials can be taken up."

Justice Seaman also pointed out the serious objections which existed in the opinion of the justices of this Court to the system of rotation required by law, and urged that this provision of law be repealed. In his report Justice Seaman recommended that in addition to abolishing the system of rotation, additional justices be provided. He says:

"All other considerations are, however, subordinate to the urgent need of some provision to secure more justices and to abolish the present absurd and vicious law requiring rotation through the districts. It would be much better if the number of justices were increased, without any increase in the number of districts. If, for political reasons, an increase in the number of districts be insisted upon as a condition upon which relief will be afforded, one or two new districts might be made from present districts in Manhattan and possibly one to relieve the First District in Brooklyn, without disturbing the district lines more than necessary. Having any new districts outside of Manhattan, other than possibly one in Brooklyn, would be a wanton waste of public funds. There are no parts of the Boroughs of Richmond, Queens, or the Bronx so remote from a court-house as to make the creation of a new district necessary for the convenience of the public. In Manhattan, however, even if one or two new districts were established—with all the consequent annual expense—this would be scarcely felt in re-

lieving the already overburdened courts of that borough and would afford no relief whatever in case of disability of any justices; whereas, additional justices in districts already established could be provided as occasion might require and they could give the assistance needed to enable this court to do its work properly."

Judge Seaman's communication was presented to the Board of Trustees early in January and a special committee was appointed to consider this subject and to report to the Trustees their recommendations. The committee was constituted as follows: William Allaire Shortt, Chairman, A. D. Greenfield, and Charles P. Blaney.

This Committee, after very carefully going over the recommendations made by Justice Seaman and after conference with him and with other justices of this court, gave their consideration to a bill which had been drawn by persons interested and which was intended to cure the existing situation.

By this legislation it was proposed to create a new district in the Borough of Manhattan, to be known as the 14th District, and to be comprised of portions of the existing 7th, 9th, 10th, and 12th districts; the largest portion was taken from the 7th, which in volume of business is the busiest district in the city. The bill also proposed to furnish relief in various districts by creating the office of additional justice, especially in the 12th District. The bill was drawn with questions of policy in view and in the attempt to prepare legislation which would commend itself to the leaders of the Legislature.

Under date of February 23d, the Club's special Committee made its report. In this report they say: "Viewing the proposal as a practical measure for the relief of existing conditions, we are disposed to give it our approval, with the proviso that in order to lessen the apparent partisan tendency of the bill and also to meet more fully the conditions it is designed to remedy, there should be provision for an additional justice in at least one other district, as well as in the 12th." The Committee recommended that the proposed bill be amended by making such

provision and recommended also other slight changes in regard to form.

While agreeing with the recommendations of Justice Seaman in regard to relieving the congested condition in certain district courts, the Committee were not in accord with his views in regard to repealing the requirement that the judges of these courts should rotate in their respective districts.

At a somewhat later date Justice Seaman renewed his appeal and he and Justice Worcester appeared personally before the Committee on Legislation of the Club and urged strongly upon that Committee favorable consideration of legislation which would remedy the congested conditions.

As a result of their presentation of the situation the Legislation Committee requested the Committee on Municipal Courts to prepare a bill which would allow the assignment of justices from the Boroughs of Richmond and Queens, where the work is light, to Manhattan, whenever their services are required, upon the certification of the President of the Board of Justices; with the further provision that an additional compensation of \$10 a day be paid them during such assignment, the salaries of the justices in these two boroughs being materially less than the salaries of the justices in Manhattan and Brooklyn. This legislation was embodied in two separate bills which were introduced almost at the close of the session, so late that one of them failed of passage.

The bill for the creation of an additional district in Manhattan to be known as the 14th (Senate Bill 728) passed and became a law (Chapter 730 of the Laws of 1905).

ADDITIONAL MUNICIPAL COURT DISTRICTS IN BROOKLYN OPPOSED

During the legislative session a bill was introduced by Senator Gardner, of Brooklyn (Senate Bill 202), providing for the creation of two new Municipal Court districts in that borough, these districts being carved out of territory extensive in area but not dense in population nor busy in litigation.

As the conditions in Brooklyn did not warrant the creation of any new or additional districts, the Club opposed this bill at a public hearing before Mayor McClellan and presented arguments showing the small returns in the districts in question, pointing out the fact that the bill was a political "gerrymander" and an attempt to create offices in districts which were so created as to make sure of the election of Republican justices.

As a result of this presentation, the bill was vetoed by the Mayor; it was, however, subsequently passed over the Mayor's veto by the Legislature and received the approval of the Governor.

CONDEMNATION PROCEDURE

The abuses which have existed for so long in connection with the condemnation of property required for public purposes and the consequent holding back of important public improvements and the unnecessary expense to the community are too well known to need recital here.

A striking object-lesson of the way in which such work should be done was afforded in a report made by the Club, in June, 1904, of the methods employed in condemning property for the projected tunnel of the Pennsylvania and Long Island Railroads, located between Second Avenue and the East River from 32d to 34th Streets.

The Commissioners of Condemnation appointed by Judge Barrett for the purpose of condemning this property were ex-Judge William N. Cohen, ex-Assemblyman Edward R. Finch, and Joseph P. Day; they held their first meeting on April 11, 1904, when it was announced that they would hold continuous sessions, beginning on April 18th at one o'clock, and on each day thereafter, except Saturdays and Sundays, from one P.M. until five P.M., until the matter was concluded.

Upon the afternoon of April 26th, after holding seven continuous sessions, the testimony was all in, notwithstanding the fact that the proceedings involved fifty-nine parcels of real

estate valued at over \$1,000,000 and that the awards amounted to over \$115,000; the final report of the commission was ready for submission to the court on May 11th.

These results are in remarkable contrast with similar proceedings taken not long ago in the same neighborhood for the acquisition of the block from 35th to 36th Streets, between First and Second Avenues, for a public park to be known as St. Gabriel's Park, where the Commissioners of Condemnation were appointed on December 27, 1901, and their report was not signed until June 26, 1903, eighteen months later.

The report made by the Club in this matter showed conclusively that the long delays which had occurred in the past in condemnation proceedings would be obviated if the men appointed by the courts as members of such commissions would attend to this business as they do to their own, and if they were men whose time was of some value.

THE CITY'S FINANCIAL SYSTEM

For many years the Club has devoted much thought and study to the question of uniform municipal accounting, and several of the Club's members have made interesting and valuable reports upon this subject in connection with the work of the National Municipal League. It is especially gratifying, therefore, for the Club to be able to record its appreciation of Mayor McClellan's far-sightedness in appointing early in March a commission of leading citizens to study the city's financial system.

In his annual message to the Board of Aldermen, on January 1, 1905, the Mayor announced that he contemplated the appointment of such a commission, and on March 1st appointed a commission constituted as follows: Edgar J. Levey, Chairman; John L. Cadwalader, Morris K. Jesup, Edwin R. A. Seligman, Edward M. Shepard, Charles T. Barney, Herman Ridder, Francis Lynde Stetson, Julian D. Fairchild, Lawson Purdy, Frederick A. Cleveland, John Crane, John Delany, Frank A.

O'Donnel, Frank J. Goodnow, John C. Hertle, and Alonzo Bell. In announcing the appointment of the commission the Mayor said:

"There are many reasons which have led me to appoint this commission, and without attempting an exhaustive enumeration, the following may be stated to be what I consider the most important:

"First.—Methods of collecting and enforcing the payment of taxes for the city of New York, bearing in mind the ever-increasing amount of uncollected personal taxes, and the difficulty of properly conducting the finances of the city with the product of the tax levy each year falling further and further behind the total appropriations.

"Second.—Recommendations in regard to new sources of local taxation with a view to lightening the burdens of real estate.

"Third.—The relation of the city debt, present and future, to the constitutional limit of indebtedness, bearing in mind the probable needs of the city in the way of future permanent improvements."

Of the seventeen members of this commission five are members of the City Club and one is the Chairman of the Club's Standing Committee on the Finance Department. The commission is now engaged in making a thorough and exhaustive study of these vital problems.

REGULATION OF STREET TRAFFIC

One of the most successful features of Police Commissioner McAdoo's administration has been the development and extension of the system of traffic regulation originally established under Police Commissioner Greene. No one familiar with the condition of New York streets can fail to appreciate the great change that has been accomplished by the adoption of a systematic regulation of teams and vehicles, made necessary by the growth of the city.

Notwithstanding the success of this plan in Manhattan, when it was attempted to similarly regulate traffic in Brooklyn opposition was encountered from certain interested persons, who obtained from Justice Gaynor an injunction preventing the carrying out of this plan in that borough on the ground that the Police Commissioner did not have the power to regulate street traffic under the existing provisions of the Charter. As there should be no doubt of the Police Commissioner's right to perform so important a function, the Secretary of the Club, after conference with Mayor McClellan and Police Commissioner McAdoo, drew a bill amending Section 315 of the charter, giving the Police Commissioner not only the right to regulate the movement of teams in public streets, but also to direct and control such movement for the specific purpose of the facilitation of traffic and the convenience of the public, with the further power to make such rules and regulations as might be necessary to accomplish this purpose. For reasons of policy the bill was not introduced as a City Club measure, but was handed to the Assistant Corporation Counsel, who represents the city at Albany, with the request that it be introduced as an administration measure. Shortly after its introduction by Assemblyman Tompkins (Assembly Bill No. 2087), it was slightly amended at the request of Police Commissioner McAdoo, and was finally passed and is now law. Under this act not only is the power of the Police Commissioner to regulate street traffic clearly determined, but he will also, in all probability, be able to control the use of the streets by push-carts if this is desired. It was partly with this object in view that the bill was prepared.

THE PUSH-CART PROBLEM

During the summer of 1904 the question of the occupation of the streets, especially in the congested tenement districts, by push-cart peddlers assumed a critical phase, the Board of Aldermen having for some time suspended the ordinance regu-

lating this industry, with the result that the number of these peddlers had greatly increased. When it was attempted to return to the conditions existing prior to this action, a loud outcry and protest was made by the push-cart peddlers and their friends. This agitation lasted through the summer and well into the month of October.

On October 11, 1904, the Secretary of the Club addressed the following letter to Mayor McClellan, setting forth the facts connected with this subject and suggesting that a satisfactory solution would never be procured through arbitrary orders issued with inadequate knowledge of the facts, and that the situation demanded the appointment of a commission to study this subject:

October 11, 1904.

"Honorable George B. McClellan,
Mayor of the City of New York.

"SIR:

I take the liberty of writing you in regard to the 'Push-Cart Problem,' so-called, in the hope that these suggestions may be of assistance; they are based upon twelve years' close personal observation of conditions in the tenement house districts.

"That the present conditions are a distinct evil no one will deny. Before, however, any intelligent remedy can be applied, it is essential that the facts be known, and unfortunately the facts are not known.

"It is claimed, for instance, that if all push-carts were compelled to withdraw from the streets, great injury would result to the persons engaged in the business of operating push-carts and their families would seriously suffer. It is also claimed by some that the great mass of the population in the more crowded tenement districts have adjusted their scale of living to the prices which prevail upon the push-carts (and that these prices are much lower than the prices in neighboring stores) and that, were a change to be made in the existing system, it would be impossible for these families to readjust

their standard of living to the changed prices that would ensue. If this is so, the consequences of a decision to abolish the push-carts from the streets would be most serious, as such a change would affect not a few hundred people or even a few thousands, but hundreds of thousands of people.

"It is also stated that the quality of the supplies sold upon push-carts is far inferior to the supplies sold in neighboring stores, and that in the case of food products, the supplies are often of such a nature as to be injurious to the health of the community.

"It is stated by some that there are a number of syndicates controlling the operation of push-carts in certain parts of the city, and backed by well-to-do and prosperous men, who make large profits from their operation. It is stated by others, on the other hand, that most of the push-cart men are in such destitute circumstances that, were they compelled to cease this employment, their families would become a charge upon the community.

"These statements may be true or may not be true. The point that I wish to make is that no one knows what the facts really are.

"That the present congestion of the streets because of the push-carts in the more crowded parts of the city is intolerable, there can be no question. Any hasty action, however, in coping with this evil, will, I believe, be fraught with serious consequences.

"I would suggest, therefore, that you appoint a citizens' committee of investigation, to make a thorough study of the whole subject of the push-cart problem. A similar committee was appointed by Mayor Strong to study the subject of public baths and comfort stations, and another to study the subject of small parks. In both cases the services rendered by these committees have been of very great value to the community, not only at the particular time when the inquiry was made, but for the future as well.

"A committee of this kind, which preferably should be

composed of not more than three members, if properly constituted of public-spirited citizens familiar with the conditions in tenement districts and entirely free from political motives, would, I believe, perform a service distinctly advantageous to the city.

"While no appropriation would be necessary for salaries of the members, a slight appropriation for incidental expenses would be required. To be successful, there should be placed at the committee's disposal the co-operation of the various city departments, whose services they would need, especially the services of the License Bureau, the Street Cleaning Department, the Police Department, the Health Department, and the Charities Department. If, in addition, the Street Cleaning Commissioner, the Health Commissioner, and the Police Commissioner could give the time to serve with the committee, it would be very desirable.

"A committee of this kind to intelligently make recommendations should direct its inquiries to ascertaining the following essential facts:

"1. The number of push-carts actually operating in various districts of the city upon given dates to be determined by the committee—that is, a census of the push-carts with the names and addresses of the persons operating them.

"2. The number of push-carts in the various districts, selling various classes of merchandise, as, for instance, fruit, fish, vegetables, dry-goods, and so on.

"3. An investigation by the investigators of the Charities Department of the financial condition of each push-cart peddler. In this connection I have no doubt that the leading charitable organizations of the city, such as the United Hebrew Charities and the Charity Organization Society, would be willing to co-operate in ascertaining certain facts, if so requested.

"4. The average daily earnings of push-cart peddlers.

"5. The relative prices of goods sold on push-carts and similar goods sold in neighboring stores.

"6. The quality of food supplies sold on push-carts as com-

pared with the quality of the same goods sold in neighboring stores.

"7. The average distance travelled by tenement dwellers to patronize push-carts. While it would be difficult to obtain exact statistics on this subject, considerable information can be obtained that would be of value.

"8. The number of persons patronizing a single push-cart so as to determine the number of push-carts that may be necessary to supply the needs of a given population in a given district if it be admitted that push-carts are necessary.

"The right kind of a citizens' committee, with the cordial co-operation of the various city departments indicated, could, in my judgment, make such an investigation and render a report probably within two or three months' time. Pending the results of such an inquiry, it would seem desirable to prohibit the issuance of any new licenses or the renewal of any old ones, to rescind the recent suspension of the push-cart ordinance by the Board of Aldermen, and to enforce this ordinance in the way it has been enforced in past years.

"If I can be of any assistance to you in this matter, I trust that you will command me. Yours respectfully,

LAWRENCE VEILLER,
Secretary City Club."

Various interviews were had with the Mayor in regard to this matter, and after considering carefully questions of personnel, Mayor McClellan, on February 20, 1905, appointed the following Commission to study the so-called Push-Cart Problem: Police Commissioner William McAdoo, Chairman; Street Cleaning Commissioner John McG. Woodbury, Health Commissioner Thomas Darlington, Miss Lillian D. Wald, Rev. B. Polizzo, Dr. E. K. Browd, Lawrence Veiller, Gregory Weinstein, Rev. G. A. Carstensen.

The Commission at once organized and has had frequent meetings and is at the present time carrying on a comprehensive investigation of the various questions involved, under the

direction of a sub-committee on investigation, of which the Secretary of the City Club is Chairman. The Commission expects to make a report to the Mayor before the end of the present year, embodying the results of its investigations and submitting definite plans for the solution of this problem.

STREET SPRINKLING

For a number of years past a private corporation, organized in the State of Virginia, has had practically a monopoly of the sprinkling of the streets in New York, charging a monthly fee to the property owners whose houses or stores abut on various portions of the streets sprinkled.

Owing to the injudicious way in which the work has been done, irrespective of the prevailing atmospheric and weather conditions, there have been many accidents to horses, caused by falling on the wet pavements, which have also proved to be a source of considerable annoyance and, in some cases, of danger to owners of automobiles.

A bill to remedy these conditions by giving control of the sprinkling, flushing, and sanding of the streets to the Street Cleaning Commissioner, was introduced at the request of Street Cleaning Commissioner Woodbury early in the session of 1905. The Club co-operated with the Street Cleaning Department in trying to secure the passage of this measure, but the bill failed of passage owing to the fact that the Department of Water, Gas and Electricity desired to keep the control of this function, which they possess by having the right to issue permits for the use of water, and opposed the efforts of the Street Cleaning Department to secure the passage of the bill. Renewed efforts will be made at the next session of the Legislature to obtain this legislation.

STREET SIGNS

Ever since the consolidation of the greater city in 1898 there has been a failure on the part of the municipal authorities to

provide adequate street signs; this was notably so in the Van Wyck administration. During the Low administration an effort was made by the Borough President of Manhattan to remedy this condition of affairs, and, after long delays, a great many signs were erected.

On November 12, 1904, the Club, at the instance of the West End Association, joined with the following organizations in forming a temporary organization, known as "The Street Signing Conference of Municipal Organizations," viz., The Harlem Board of Commerce, The Independent Club of the 21st Assembly District, The Merchants' Association, The Municipal Art Society, The Board of Trade and Transportation, The Real Estate Board of Brokers, The Riverside and Morningside Heights Association, The Washington Heights Taxpayers' Association, and The West End Association.

This Conference held a number of meetings and finally addressed a communication to the President of the Borough of Manhattan urging upon him the necessity for immediate provision of adequate and suitable signs for the streets of that borough, recommending the installation of a so-called Reflector Sign for electric light poles and for all Welsbach lights; a metal sign, blue enamel, with white lettering, for all elevated railroad pillars at street intersections and for all corners where it is necessary to use the walls of the buildings for this purpose; and a sign of blue flash glass, with white lettering, for all gas lamps. The Conference further recommended that the existing blue glass box-signs, illuminated by ordinary gas jets, be removed as quickly as practicable and be replaced by signs of the type above-mentioned; that the contract for illuminating these signs be terminated as soon as practicable, and that the amount of money annually paid for their lighting and maintenance be thereafter applied to installing new signs where they were needed.

As a result of this joint action an appropriation of \$30,000 was made for this purpose by the Board of Estimate and Apportionment shortly thereafter.

ABOLITION OF THE CORONERS

For several years past an effort has been made in New York to rid the city of the antiquated and cumbersome system of Coroners, and a bill abolishing the office of Coroner and creating the position of Medical Examiner in the Department of Health was introduced in the Legislature and passed by that body in 1904. The Club took an active part in supporting the measure, which, however, was vetoed by Mayor McClellan. At that time it was pointed out by the Secretary that officers fulfilling the functions of Coroner should more properly be appointive officers than elective; that the trend of recent municipal legislation was toward the concentration of responsibility in the hands of the chief executive officer of the city, with the consequent elimination of minor elective offices; that the office of Coroner was originally a county office and that county lines had practically disappeared with the consolidation of the greater city; that there was a widespread feeling in the community that the system of Coroners was no longer wise and that better governmental machinery could be easily devised; that the class of men elected to the office of Coroner as a rule, in past years, had been of an inferior grade; that under the existing system practically two trials or inquests were required in every case where there were any suspicious circumstances in connection with a sudden death, and that the proposed legislation was a carefully considered scheme for a distinct reform in connection with the investigation of deaths where the circumstances would seem to point to criminality.

An almost identical bill was introduced by Senator Elsberg during the past session of the Legislature (Senate Bill 94), and the Club took an important part in endeavoring to secure its passage. Owing to the opposition of the administration and of the Republican organization in Brooklyn, the bill was defeated. Undoubtedly, further efforts will be made at next year's session of the Legislature to pass a similar measure and

the Club expects to take a similarly active part in trying to secure the passage of this desirable legislation.

CITY ADVERTISING

In October, 1904, information was received indicating that a weekly trade newspaper, known as *The New York Realty Journal*—practically unknown in business circles, but purporting to represent real estate interests,—was securing city advertising to the amount of about \$2500 each month. Investigation showed that the paper had practically no paid circulation, that on the few news-stands at which it could be obtained copies had been delivered without being ordered and without charge, and that many of the advertisements printed were not paid for—in a word, that it was plainly published for the sole purpose of securing city advertising, from which the city could derive in turn little or no benefit.

Under the provisions of the charter the designation of newspapers to receive city advertising is controlled by the Board of City Record, composed of the Mayor, the Comptroller, and the Corporation Counsel, and all that was required to undo the designation of this paper as such was a reconsideration of the subject by this Board and a vote to that effect. On October 4th, the Secretary of the Club addressed a letter to Mayor McClellan calling his attention to this matter and stating that if the facts stated were correct the continuance of the designation of this paper as one of the official papers of the city would be a perversion of public funds and a serious scandal, and requesting the Mayor to fully investigate and have the Board of City Record rescind its previous action. The action requested by the Club, however, was not taken by Mayor McClellan.

The Club has done nothing further in regard to this subject, because it has felt that the whole subject of city advertising is one which should be carefully studied and investigated before legislative action of any kind should be taken; the Club's manifold activities during the past year have prevented making such a study.

III

LEGISLATIVE WORK

Probably the most important work the Club does during the year is that in connection with legislation at Albany. Through its Committee on Legislation—a Committee of seventeen Club members, fourteen of whom are lawyers—every bill that is introduced at each session of the Legislature and which affects in any way the interests of the City of New York, is thoroughly analyzed by one of the members of the Committee and a report made with recommendations as to what should be the course of action of the Club. The Committee holds its meetings one evening a week, when the reports of the members are discussed and a determination is reached either to oppose or favor the various measures, or, as is often the case, to take no action.

The policy of this Committee is not to play the rôle of perpetual fault-finder, nor to deluge the members of the Legislature with petty objections to every measure, but rather to concentrate its opposition on those important bills which should be defeated and to lend its aid and support to such measures as are in the interest of the community and which should have favorable consideration.

The method of procedure in vogue is for each member of the Committee to have assigned to him certain particular subjects in which he is interested, and then to have all bills relating to those subjects, when they are received in the Secretary's office, at once referred to him for investigation and report.

An appreciation of the volume of work done by this Committee can be had when it is understood that during the past session of the Legislature 3936 bills were introduced, 1557 in the Senate and 2379 in the Assembly. Of this total, 1296 bills were reprints or amended forms of bills previously introduced; 596 were bills in one house which corresponded to companion bills in the other house, leaving, as the total number of original bills introduced, 2044 bills.

The Committee, either by report of a member or by open

discussion, has considered every bill introduced in the Legislature, whether general or local, which in any way directly affected the interests of New York City. The scope of the work has not been confined to measures relating merely to governmental functions, but has included all bills affecting the general welfare of the citizens of New York. Of the 2044 original bills introduced, 1090 have been analyzed and reported on by members of the Legislation Committee. Of these 1090 bills the Committee decided to oppose 194, recommended that the Club favor 33, and decided definitely to take no action in regard to 963.

Letters have been sent to the chairmen of the appropriate committees of the Legislature, to the Mayor, and to the Governor expressing the Club's attitude on all measures opposed and approved, and the Secretary has personally represented the Club at Albany during the session of the Legislature, attending all hearings upon important bills in which the Club was interested, making arguments before committees, and, in a number of cases, submitting briefs.

An indication of the effective work done by the Club in opposing and favoring legislation is shown in the results accomplished during the past session. The Legislation Committee opposed, during that period, 194 different bills; of these, 178, or 92 per cent., failed to become law. The Committee favored 33 bills; 15 of these, or 45 per cent., became law. From which it appears that the action of the Legislation Committee has had a very material effect in preventing the passage of bad legislation and in securing the passage of measures in the interests of the community.

A number of important changes in procedure were adopted by the Legislation Committee during the past year. Foremost among these was a requirement that the reports of members on various bills should be forwarded to the Secretary's office some days in advance of the regular weekly meeting, so that a calendar of that meeting might be prepared and considerable time thus saved; the previous method having been to have each

member bring his reports with him and to consume considerable time in reading each report. Under the new procedure the unimportant bills on which the members have recommended no action are separated and grouped together so that they need not be considered in detail at the meeting and thus unnecessarily take up the members' time. Any member, however, who desires to call up any bill, whether considered unimportant or not, is free to take such action. The Committee also adopted the practice during the year of making a regular weekly report to the Board of Trustees, showing in detail the action taken by it on the various bills, thus keeping the Trustees in touch with the work of the Committee. The influence of the Committee among the members of the Legislature has been very greatly increased during the past session and a much better understanding has been had by them of the motives and principles which have actuated the Committee and of their point of view in opposing legislation.

The Committee, in considering the various bills introduced during the session, has given careful consideration to certain classes of bills which recur at every session of the Legislature and which are objectionable in principle; especially those bills permitting the payment of claims of various persons against the city for services done or materials furnished contrary to law. In this connection the Committee adopted the following resolution:

"Resolved, That the Legislation Committee of the City Club is opposed to that class of legislation which provides for the audit and allowance of claims against the City of New York, either for services rendered or for work done, or to permit employees who have been dismissed from the various city departments or who have resigned therefrom to be reinstated or to share in any pension fund established by law, on the ground that such legislation is special legislation creating special exceptions to the general provisions of law, which in the interests of good municipal government should be enforced, or if found to work hardship, should be amended."

In accordance with this resolution and following out this policy, a general brief presenting these views was submitted on behalf of the Committee to the chairmen of the appropriate committees of the Legislature, to Governor Higgins, and to Mayor McClellan.

Appreciating the difficulty of dealing with this subject, the Legislation Committee has appointed a special sub-committee to consider this question of claims and to see if some plan cannot be worked out by which a local tribunal of some kind might be established with power to consider claims of various kinds.

The personnel of the Legislation Committee during the past year was as follows: William G. Ver Planck, Chairman; George W. Alger, Harry A. Cushing, Joseph G. Deane, Homer Folks, Howard S. Gans, Frank J. Goodnow, Elliot H. Goodwin, Winston H. Hagen, George B. Hatch, Ernst J. Lederle, Fulton McMahon, Carl L. Schurz, William Allaire Shortt, Lawrence Veiller, Harold G. Villard.

THE BUREAU OF LEGISLATIVE INFORMATION

For many years past, persons in New York who have followed the work of the Legislature, appreciating the duplication of effort by different organizations and individuals, have felt the need of some central body which would furnish information to these various movements; that is, act as a clearing-house of legislative information for all the other organizations that were interested in this subject.

The present Secretary of the Club, when he assumed office in March, 1904, submitted to the Board of Trustees a plan for the future work of the Club, and among other things recommended the establishment at an early date of a bureau of legislative information. During the summer of 1904 a plan for such a bureau was fully developed by him and worked out upon a unique and ingenious card system. Plans for the establishment of this bureau upon a commercial basis so that it would be

self-supporting were fully developed during the fall of 1904, and the establishment of the bureau along these lines was authorized by the Trustees in November of that year.

During the past session of the Legislature the Bureau of Legislative Information has been in full operation. Through this Bureau printed copies of all bills introduced at Albany are received at the City Club as soon as they are placed upon the desks of Assemblymen and Senators, a contract having been made with the State printer by which a number of copies of the printed bills are supplied to the Club and sent each day by express.

Through similar contracts made with representatives at Albany, information is received each morning in the Secretary's office in regard to the work of the Legislature of the day before, showing in detail the action taken on each bill on that day, not only on the floor of either house but also action taken by all committees. The Club is thus kept in touch daily with every step in the progress of each bill and is able on the morning after the action is taken to advise others of such action. In a similar way, information is obtained, in advance, of all hearings on each measure, either before committees of the Legislature or before the Governor or Mayor.

This detailed information has proven so valuable to other civic bodies, as well as to business organizations and to many individuals, that the Legislative Bureau has been established upon a business basis, as a separate organization, although it is run in connection with the work of the Secretary's office and of the Legislation Committee of the Club. Subscribers to this Bureau pay from \$25 to \$250 a year, according to the number of measures in which they are interested and concerning which they receive daily reports. Although this was the first year of the Bureau's operation, it had, during the past session, forty-eight subscribers, including twenty-two organizations of a civic, philanthropic, charitable, or social character; nine corporations, four city departments, and thirteen individuals or firms.

Over thirty thousand copies of legislative bills were dis-

tributed to these subscribers by special messenger during the session, and at times as many as 160 notifications have been transmitted in one day to the Bureau's various subscribers, notifying them of the progress of specific bills which were being watched by the Bureau on behalf of its clients.

The Bureau has not only served the purposes of the Club's Committee on Legislation in the most complete and effective way, but through the outside extension of its service has placed this work on a self-supporting basis.

TENEMENT HOUSE AND CHILD LABOR LEGISLATION

In addition to the legislation already described, there have been other important bills introduced during the past session of the Legislature, which would have caused serious injury to the city's interests, and in the defeat of which the Club has taken an active part. Prominent among them may be mentioned the following: Tenement House Legislation and the Child Labor Laws.

Tenement House Legislation.—During the session two important bills amending the Tenement House Laws were introduced. One of these sought to remove the safeguards provided by law against dangerous fires originating in the bakeries of such buildings.

The Secretary of the Club, acting jointly for the Club and the Tenement House Committee of the Charity Organization Society, vigorously opposed this measure immediately upon its introduction, with the result that it was impossible to get the bill out of committee.

Another bill amending the Tenement House Laws which the Club helped to defeat, was a bill introduced by Senator Page (Senate Bill 527) in regard to prostitution. The provisions of the existing law in regard to this subject were enacted as a result of the disclosures made by the Committee of Fifteen in 1900, during the days of the "Red Light" carnival of vice in

this city, and any weakening of the law would have affected very seriously the moral welfare of the whole community.

Senator Page's bill was introduced in entirely good faith, having been given to him by one of the city magistrates, with the statement that it was intended to strengthen these sections of the law. The bill, however, was so worded that its effect, in the opinion of those especially competent to pass upon this subject, would have been to have materially weakened the law. The opposition of the Club prevented this bill from being favorably reported out of committee.

Child Labor Legislation.—Several attempts were made during the session to weaken seriously the beneficent provisions of the Child Labor Laws passed some years previously as a result of the work of the New York Child Labor Committees. Two of these bills which were especially vicious in their provisions the Club took part in defeating, working in close co-operation with that organization.

One, a bill of Senator Fitzgerald's (Senate Bill 427), was introduced early in March, and, if passed, would have jeopardized all the advantages of the Child Labor Law by returning to the old system and leaving the whole matter of child labor to the discretion of the superintendents of schools, thus seeking to put the schools into politics by leaving an opportunity for pressure on school superintendents. The bill made the superintendents of schools judges of the health and physical disability of children and put a premium on backwardness in education by enabling teachers who found their scholars slow in learning to shunt the children off into work without an education.

Through the joint efforts of the Club and the Child Labor Committee the bill was not permitted to come out of the Judiciary Committee of the Senate.

Another bill was introduced somewhat later in the session by Assemblyman Freidel (Assembly Bill 1748), and applied to minor inmates of any orphan asylum in the State. If this had become a law, an officer of any orphan asylum could have issued age certificates to children of any age, even though illiterate,

stating that they were fourteen years old and thus permitting the children to go to work either in the asylum or elsewhere. As there are several thousand children in various orphan asylums throughout the State, having one or both parents living, and as the bill applied not merely to orphans but to minor inmates of orphan asylums, the bill would have opened the door for a wholesale evasion of one of the fundamental principles of Child Labor legislation. Owing to the opposition manifested, the bill was not favorably reported by the Committee to which it had been referred upon its introduction.

THE SECRETARY'S OFFICE

The civic work of the Club is accomplished through various committees composed of Club members and through the Club's executive officer, the Secretary, and his staff of assistants. Special acknowledgment should be made of the effective work done by the Assistant Secretary, Mr. Fred S. Hall, who has charge of the office management and who has been especially connected with the membership and educational work of the Club, and has also taken an active part in the movements for water supply, the providing of street signs, and the organization of the meeting of the National Municipal League; acknowledgment should be made of the work done by Mr. William A. Clark, Assistant Secretary, who has been especially concerned with transit and bridge problems and with park administration, and of that done by Mr. A. A. Tenney, who has had charge of certain phases of the legislative work.

Effective civic work can not be carried on without adequate office machinery, and it has been found necessary for the present administration to reorganize the Secretary's office. Under the present Secretary the staff has been completely changed and the office now has accommodations for a clerical force which can be expanded in emergencies so as to permit the employment of from twenty to twenty-five persons; during the legislative session of 1905 the number regularly employed was eighteen. The organization of public opinion often calls for the sending out

of letters and pamphlets in thousand quantities, and to serve their purpose these not infrequently must be sent out on a few hours' notice. The Secretary's office is now well equipped for work of this sort and has never failed to produce satisfactory results.

Allusion has already been made to the systematic and complete reorganization of the membership work in the Secretary's office; a similar reorganization has been made in connection with the finances of the Club's civic work. The fact that this extensive work of the Club is supported entirely by voluntary contributions and that no part of the funds received for Club dues is available for this purpose, is still very imperfectly understood, even among many of the Club's members. The support of the Secretary's office on its present basis requires an annual expenditure of \$20,000. Prior to this year this fund had been secured largely through the employment of a collector who was paid an annual salary. This system has, however, been discontinued, as it was believed that those persons who support the Club's civic work would prefer to respond to a simple statement of needs in the form of a letter, rather than to be personally importuned; the change made has been justified by the results. The carrying out of this new procedure, however, has involved a complete reorganization of the financial work in the Secretary's office and a very thorough and accurate system of card records has been established.

In addition to this work, a start has been made in establishing a complete index of information on municipal topics; it is hoped that in a short time persons desiring to study any particular phase of municipal administration will, by applying to the office of the Secretary of the Club, be able to ascertain what information is available in regard to the particular topic and just where it can be found.

CO-OPERATION WITH OTHER ORGANIZATIONS

One of the cardinal principles of the Club is co-operation to the fullest extent possible with other organizations interested in

improving municipal and social conditions, as well as with all officials, both of the City and of the State. Probably, never in the Club's history has there been co-operation to such an extent as during the past year. Practically in every important movement which the Club has inaugurated or in which it has taken part it has sought to associate with it those organizations which were especially interested in the particular subject in question. Among the organizations which have worked hand in hand with the Club during the past year, some of course to a greater extent than others, are the following: Amity House, Anti-Policy Society, Anti-Saloon League, Association of Neighborhood Workers, Board of Fire Underwriters, Board of Trade and Transportation, Botanical Gardens, Brooklyn Bureau of Charities, Brooklyn League, Brooklyn Transportation Reform League, Chamber of Commerce, Charity Organization Society, Child Labor Committee, Christodora House, Church of the Most Precious Blood, Citizens' Union, Civil Service Reform Association, College Settlement, Committee of Fourteen, Committee on the Prevention of Tuberculosis of the Charity Organization Society, Consumers' League, Committee of Nine on the Police Problem, Doe Ye Nexte Thyng Society, East Side Civic Club, East Side House Settlement, East Side Rapid Transit Association, Eastern Medical Society of the City of New York, Educational Alliance, Fine Arts Federation of New York, Flatbush Taxpayers' Association, Harlem Board of Commerce, Independent Club of 21st Assembly District, League for Political Education, Merchants' Association, Metropolitan Parks Association, Municipal Art Society, National Consumers' League, New York Association of Manufacturers, North Side Board of Trade, Nurses' Settlement, People's Institute, Public Education Association, Real Estate Board of Brokers, Reform Club, Republican New York County Committee, Riverside and Morningside Heights Association, Society for the Prevention of Crime, State Medical Association, Tenement House Committee of the Charity Organization Society, Transportation Reform Committee of One Hundred, Tree Planting Association, Twenty-third

Ward Property Owners' Association, Union Settlement, United Hebrew Charities, University Settlement, Van Nest Property Owners' Association, Warren Goddard House, Washington Heights' Taxpayers' Association, West End Association, Women's Prison Association and Isaac T. Hopper Home, Young Men's Hebrew Association, and Zoölogical Society.

EDUCATIONAL WORK

While emphasizing the importance of securing definite results and concrete accomplishment along practical lines in the improvement of municipal conditions, the Club has not lost sight during the year of the importance of the educational side of its work, although the greater emphasis has been placed upon the side of practical accomplishment.

During the year the Club has contributed to the "Annals of the American Academy of Political and Social Science" several articles dealing with municipal topics, the Secretary of the Club acting as the regular New York correspondent of the Department of Notes on Municipal Government in that publication.

In the March issue of the "Annals," Mr. Fred S. Hall, the Assistant Secretary of the Club, contributed an article reviewing the work of seven of the leading civic organizations in New York during the past year.

ALLIANCE OF CIVIC ORGANIZATIONS

During the year the Club has become officially identified with the Alliance of Civic Organizations, a national organization formed in February, 1904. The purpose of this organization, as stated in its Constitution, is: "To facilitate an exchange, accumulation, and distribution of pertinent information, to promote a more complete understanding and co-operation among its members, and to assist them in increasing their influence and efficiency, and avoiding any unnecessary duplication or overlapping of their respective lines of work."

On Nov. 16, 1904, the Trustees of the Club, believing that New York City is the natural centre for the correlation of work which this organization expects to accomplish, and that it would be advantageous to the Club itself to be actively identified with such a movement, authorized the Assistant Secretary, Fred S. Hall, to accept appointment as secretary of this organization and to give to its work such time as might be necessary.

Federated with the Alliance of Civic Organizations at present are the National Municipal League, the Conference of Eastern Public Education Associations, the American Civic Association, the Architectural League of America, and the American Scenic and Historic Preservation Society.

The Secretary's office is now becoming a clearing-house for reports and other information as to the activities of each of these associations as well as of other associations not as yet affiliated with the Alliance. Each organization is in this way kept informed regarding the activities of all others, the dates when national conventions are to be held, the arrangements for such conventions, the lines of investigation planned, etc.

MEETING OF NATIONAL MUNICIPAL LEAGUE

The Club was largely instrumental in having the Annual Meeting of the National Municipal League held in New York for the first time in the eleven years of the history of that body. Upon this occasion the Club acted as host, jointly with the Woman's Municipal League and the League for Political Education. It also sent delegates to the Annual Meeting of the National Civil Service Reform League held at Washington on December 8th and 9th. The Club during the year has acted as a centre of information for organizations interested in municipal betterment throughout the country and has constantly furnished information to persons seeking knowledge on particular phases of municipal problems. The Secretary of the Club has also given a number of lectures on various phases of Social and Municipal Improvement. A collection of the reports of

various local civic organizations and also of national civic organizations has been made during the year and these reports have been carefully indexed and placed in the Club Library.

In order to bring the various members in closer touch with the Club's activities, the Secretary early in the year established a special Bulletin Board in the Club-house devoted to notices in regard to the civic work of the Club as distinguished from the Club's social activities. On this board are posted, from day to day, newspaper clippings of current interest, letters that have been sent out by the Secretary to the Mayor or to other officials in connection with important movements, copies of the latest publications of the Club, and similar data. The Secretary has also adopted the practice of writing when necessary to resident members of the Club asking them to send letters either to members of the Legislature or to local officials, urging a certain course of action, in connection with some subject in which the Club is particularly interested, thus making apparent the sentiment of a large element of the community. Besides the direct practical value of these letters coming from the Club's members, it is felt that this procedure has had a very beneficial effect in keeping members in closer touch with the Club's work.

THE LIBRARY

The Club, on account of the work of a special nature which it endeavors to accomplish, has, from the time of its organization, felt the necessity of having a library which should contain the standard works upon Social and Municipal topics, as well as complete official reports relating to the City of New York. The development of a library of this character was difficult as long as the Club was inadequately housed. But with the construction of a new Club-house it has been possible, in a measure, to realize this ideal.

Early in 1904 the Committee on Library and Publication was re-organized with the following members: Frank J. Goodnow, Chairman; Robert Erskine Ely, Richard Watson Gilder, Henry

W. Goodrich, Norman Hapgood, Samuel M. Jackson, Rollo Ogden, George Haven Putnam, Leo S. Rowe, Albert Shaw, and Vladimir G. Simkhovitch. Several of these gentlemen are themselves publishers and authors and their experience has been of great value to the Committee's work.

During the year a special sub-committee has gone over the shelves and weeded out those books which seemed out of place in a library devoted primarily to Municipal Reform. In addition a special letter was addressed to each member of the Club making an appeal for contributions of books relating to those topics in which the Club had especial interest. As a result of this appeal a number of new volumes have been added to the Library, most of them of more than ordinary value—many of which have been contributed by the authors.

Through the generosity of a member of the Club a gift of \$500 was made for the purchase of new books, and a special committee is now at work selecting the most appropriate books. It is hoped that about 400 new books can be added to the Club's shelves in the near future.

Realizing the valuable material on current Municipal affairs found only in unbound pamphlets—a card index of over 1000 of these pamphlets has been prepared in the office of the Secretary, where it is now accessible to members of the Club who desire to secure information on Municipal topics. Duplicate copies of many of these pamphlets can be obtained upon application.

A complete re-arrangement and classification of the Library is now in progress, so as to make it of greater value to Club members. It is hoped that the Library will ultimately become the main reference library in the city for persons who wish to study Municipal topics.

CLUB PUBLICATIONS

During the year the following publications have been issued by the Club: The Year Book for 1904, Annual Report of the Trustees for 1904, including the report of Mr. Norton Goddard in

regard to the connection between the pool-rooms and the Western Union Telegraph Company; "Raines Law Hotels"—a reprint of a portion of the Report of the Committee of Fifteen; and the following reports of special Committees: "The Brooklyn Bridge Problem," "Police Trials," and "Civil Pensions."

THE SOCIAL LIFE OF THE CLUB

On its social side, the Club has had a very successful year, due chiefly to the advantages offered by the new house. The suitability of the banquet hall for reception purposes was well demonstrated on September 26th, 1904, when a very successful reception was given to the 200 members of the Inter-Parliamentary Union for International Arbitration who were then in New York. This occasion is memorable because of the attractive appearance of the rooms, the many distinguished foreign visitors who were present, and the happy address made by the Mayor of the City.

Election returns were received at the house, as in former years, on the evening of election day, November 8th.

On the evening of November 9th, 1904, the Club took advantage of the presence in America of the Hon. James Bryce to tender a reception to that distinguished British writer and publicist. Addresses were made by Mr. R. Fulton Cutting, who presided, by Hon. Seth Low, and by the guest of the evening.

A subscription dinner was given on February 8th, 1905, in honor of the New York City Improvement Commission. This occasion was, in many respects, unique. Addresses were delivered by Hon. Francis K. Pendleton, Chairman of the Commission; Hon. Whitney Warren, a member of the Commission; and Mr. Miles Day, Chairman of the Special Commission on Municipal Improvements, appointed by the American Institute of Architects. The remarks of the speakers representing the Commission were illustrated by the exhibition of the plans prepared for presentation to the Mayor and included in the Commission's report; Mr. Day's address related to the movement for

city beautification outside of New York and was illustrated by stereopticon views.

The use of the house has been considerably increased during the year through the extension of the privileges of the Club to the members of the Harvard Club, while their house, nearby, was undergoing reconstruction, and by the continuance of the arrangement for interchange of Club privileges with the Seawanhaka Corinthian Yacht Club.

The house, moreover, has become, in even greater measure than previously, a recognized place of meeting for civic organizations having no fixed headquarters. Among those which have met here with more or less regularity are: The Committee of Nine on the Police Problem, the Executive Committee of the Civil Service Reform Association, the Executive Committee of the Association of Neighborhood Workers, the Committee of Fourteen for the Suppression of the Raines Law Hotels, the Executive Committee of the Metropolitan Parks Association, the Woman's Municipal League, the sub-committees of the Child Labor Committee, the Conference of Petitioners for a West Thirty-ninth Street Park, the Investigation Committee of the Push-cart Commission, the Commission Appointed by the Mayor to Investigate the City's Finances, the Executive Committee of the Andover College Alumni Association, the Trustees of the Seawanhaka Yacht Club, the Executive Committee of the Citizens Union, and the Council of the University Settlement Society.

THE CLUB'S LOST LEADERS

During the past year the Club has been singularly unfortunate in the loss of an unusual number of members who have been taken from it by death and especially in the loss of several of its more prominent and more active members, notably William H. Baldwin, Jr., and James C. Carter.

In the death of Mr. Baldwin the City Club, in common with so many other organizations at work for the public good, sus-

tained an irreparable loss. The Club participated in the very remarkable meeting at All Souls' Church, held in honor of Mr. Baldwin, and the Board of Trustees on Jan. 4th, 1905, in recognition of his very great and peculiar services to the Club, adopted the following minute:

"Resolved, That the Board of Trustees of the City Club, organized to secure permanent good government in the City of New York, recognizes in the death of William Henry Baldwin, Jr., not merely a misfortune to the Club of which he was a trustee, but an irreparable loss to the City of New York, of which he was so loyal and valuable a citizen. No sacrifice of time or labor was too great to ask of him when the interests of the municipality were concerned. No one felt more keenly the wrong done to any member or to any class of the city's vast population or was more ready to help end it. He was of those whose prime concern it is that the city shall grow great through righteousness rather than through its size or its wealth, and for this end he was enlisted for life in the fight for good government. Just at the height of his powers, he had already behind him a career of unusual civic usefulness, of which his work in the City Club and as chairman of the Committee of Fifteen deserves special mention and will long be remembered as patriotic services of the very best type. The head of a great railroad, he was recognized by all who came in contact with him as free from any influence which might hamper his judgment of any question involving the rights of the city and the corporations with which it had relations; and as one preserving his ideals in every phase of his commercial activity. A man of the most shining personal honor, as well as of the highest possible aims, the Trustees of the City Club commend his memory to the youth of the metropolis as a splendid example of civic virtue, devotion, and patriotism."

The following resolutions were adopted by the Trustees, expressing their appreciation of Mr. Carter's services to the Club and the loss suffered by the community on the occasion of his death:

"Mr. James C. Carter, the first President of the City Club,

died on February 14, 1905. In his death the Club and the cause of reform have sustained a loss which may well be regarded as irreparable.

"When the Club was organized it was recognized without difference of opinion that Mr. Carter was the proper one to become its President. He accepted the position, and for four years, and until his resignation, he discharged its duties. To their performance he gave his great talents, his unselfish devotion to the public interest, his resistless force of character, his scorn of everything ignoble, his tried courage, and his matchless gift of eloquence.

"At a time when it is said that the Bar had yielded to a prevailing tendency toward commercialism, Mr. Carter stood firm to his highest ideals. To the principles which prevailed at the beginning of his career he adhered with inflexible tenacity. On every subject which concerned his profession or the cause of reform, it was known in advance what position he would take and where he would be found. His reputation became world-wide. All his marvellous gifts he was at all times willing to use for what he regarded as the public good. He furnished an example which those of his own period could not help but admire, and which was an inspiration for the younger men; among whom must be found those who are to be relied upon to do his work.

"We miss not only the service which he could render in aid of the objects to which the Club is committed, but, beyond that, in his death we mourn the loss of a friend whom we could not fail to love and of the sincerity of whose affection when it was given there never could be question.

"This is not the place in which to enumerate all the honors which came to him in the course of his long and distinguished public and professional life. They form part of the history of the times in which his work was done. His most fitting memorial is in the esteem in which he was held by all who knew him, the loving admiration of his friends, and the work which he accomplished for good citizenship and the well-being of the human race."

THE CLUB'S MEMBERSHIP

Under the effective guidance of the Club's Membership Committee, of which Mr. Oswald G. Villard is Chairman, the membership of the Club has increased during the past Club year from 910 to 1157 members, a net gain of 247, or 27 per cent. In the Resident class there has been an increase of 46 members, or 9.6 %; among the Junior resident members an increase of 39, or 63.9 %; among the Borough members an increase of 26, or 35.1 %; among the Suburban members an increase of 35, or 39.7 %, and in the Non-Resident class an increase of 101, or 48.3 %.

The several classes, as they stood on April 26th, are as follows:

Resident Members	524
Junior Resident Members	100
Borough " "	100
Suburban Members	123
Non-Resident "	310
Total	1157

During the year the Club has lost 76 members through resignation, 11 through death, and 4 have been dropped for various reasons, making a total loss of 91 members.

Three hundred and thirty-eight new members have been elected: in the Resident class 92, in the Junior Resident class 51, in the Borough Resident class 33, in the Suburban class 42, and in the Non-Resident class 120, making a net gain of 247 members.

The names of 26 applicants for admission to membership were posted and 36 resignations were pending on April 26, 1905.

The annual receipts from dues of members of all classes amount to \$44,550, as follows:

11 Absentee members	(no annual dues)	
28 Life members	(no annual dues)	
492 Resident members	(annual dues \$60)	\$29,520.00
100 Junior Resident members	(annual dues \$40)	4,000.00
96 Borough Resident members	(annual dues \$35)	3,360.00
122 Suburban members	(annual dues \$25)	3,050.00
308 Non-Resident members	(annual dues \$15)	4,620.00
1157	Total,	\$44,550.00

During the past year the records of the Secretary's office in regard to the Club membership have been completely reorganized, a new and effective system designed by the Secretary having been adopted. Under this system a complete card catalogue of members has been established; a special form of printed card having been prepared, on which everything that could be printed in advance has been printed so as to save labor in making entries, spaces being left for the various entries. Provision is made on the card for the following information: Name, class of membership, age when elected, business address, home address, name of proposer, name of seconder, date of resignation, date when resignation is withdrawn, date of transfer from one class to another with a space to indicate the nature of the transfer, and finally the date when the member is dropped for non-payment of dues or indebtedness.

In addition to this information provision is made for the following new classes of information: Subjects of special interest, political interests, business interests.

A systematic method of tallying the increase in membership each month has been devised and a card record of this is kept so that it is possible to see at a glance just what changes have taken place in the Club's membership, in the various classes after each monthly meeting of the Membership Committee.

In establishing this card system the record of the members' names and their correct addresses have been carefully verified.

During the past year information has been systematically obtained from members as to the subjects in which they are especially interested, and also their political and business interests; this has been of great value to the Trustees in organizing committees and in enlisting the co-operation of individual members in particular lines of work.

In addition there has also been recorded the salient facts in regard to each member taken from "Who's Who in America," as well as a list of the corporations or companies in which he is a director, taken from the "Directory of Directors."

The following statistical tabulation of the political and busi-

ness interests of the Club members, made up during the past year, is interesting as indicating the manner in which the Club is constituted. This tabulation has been limited solely to the Resident members of the Club. It appears that out of 342 Resident members furnishing this information, 200 members are Independents, 111 are Republicans, and 31 Democrats. There were 667 Resident members who furnished information in regard to their careers or professions, which were distributed as follows:

Accountants 8; Advertising 5; Architects 18; Art 7; Authors 2; Banking and Trust Cos. 61; Builders 1; Capitalists 10; Chemists 3; Clergymen 13; Dentists 4; Editors and Journalists 26; Educators 23; Engineers 21; Insurance 22; Lawyers 195; Lecturers 1; Librarians 1; Lighting 3; Manufacturers 52; Merchants 50; Miscellaneous 6; Physicians and Surgeons 31; Public Officials 9; Publishing and Printing 16; Railroads and Transportation 10; Real Estate 25; Social and Civic Work 14; Statisticians 2; Stocks and Bonds 28.

CLUB GOVERNMENT

Since the annual meeting of 1904 there have been several important changes among the officers and trustees. Mr. Wheeler H. Peckham, who became President in 1899, resigned on November 16, 1904, to the very great regret of all who had been officially associated with him. In recognition of Mr. Peckham's unselfish and distinguished services, the following resolutions were adopted by unanimous vote of the Trustees on December 21, 1904.

"Resolved, That the Trustees of the City Club, in accepting with deep regret Mr. Wheeler H. Peckham's resignation as President and Trustee, desire to put on record their grateful appreciation of the invaluable services he has rendered to the Club. Under his guidance the Club has passed through a period of transition to its present position of hitherto unequalled usefulness and strength. In its own home, with a membership more than

twice as large as when Mr. Peckham assumed office, the Club's prospects of worthy public service are largely due to his wise advice and guidance and his unfailing devotion to the Club's interest. His most unusual civic courage will remain a lasting inspiration to all who have had the good fortune to be associated with him."

Mr. Austen G. Fox was elected by the Board of Trustees to succeed Mr. Peckham as President on January 18, 1905. Mr. Gates W. McGarrah, who had served as Treasurer since November 18, 1903, resigned that office June 29, 1905. Mr. Isaac N. Seligman succeeded him temporarily, serving until October 19, 1904, when Mr. Carl L. Schurz was elected Treasurer.

Vacancies in the Board of Trustees have been filled during the year as follows: Joseph G. Deane, to succeed William N. Cohen, resigned October 19, 1904; George McAneny, to succeed Gates W. McGarrah, resigned June 29, 1904; John G. Milburn, to succeed Wheeler H. Peckham, resigned November, 16, 1904; William G. Ver Planck, to succeed William H. Baldwin, Jr., who died January 3, 1905; Austen G. Fox, to succeed Norton Goddard, resigned January 18, 1905.

An important departure in the government of the Club was made by the Trustees on May 4, 1904, through the appointment from its own membership of an Executive Committee of five members, with the President of the Club as Chairman *ex officio*. This Committee has been given full power to act for the Club between meetings of the Board of Trustees. Its existence facilitates speedy action in emergencies or at times when it would not be practicable to assemble the Trustees. The Committee is constituted as follows: Austen G. Fox, Chairman; Robert W. de Forest, Horace E. Deming, Homer Folks, and Oswald G. Villard.

In pursuance of the plan outlined in the report of a year ago, under which the Committee on Municipal Government was superseded by smaller standing committees, dealing directly with particular phases of municipal activity, the following committees, additional to those specified in that report, have been appointed:

Committee on the Finance Department, the Commissioners of Accounts, the Chamberlain, and the Sinking Fund Commission—Frederick A. Cleveland, Chairman.

Committee on Water Supply—Horace E. Deming, Chairman; Fred S. Hall.

Committee on Board of Aldermen—P. Tecumseh Sherman, Chairman; Homer Folks and Herbert Parsons.

Committee on Art Commission—Robert D. Kohn, Chairman; Augustus N. Allen, John M. Carrère, Electus D. Litchfield, and Joseph M. Price.

Committee on the Bureau of Buildings, the Board of Examiners, and Board of Plumbers—Lawrence Veiller, Chairman.

Committee on the Affairs of the Borough of Manhattan—Thomas R. Slicer, Chairman; Charles P. Blaney, J. A. H. Hopkins, Fulton McMahon, and John Nicolson.

Committee on the Affairs of the Borough of Brooklyn—William C. Redfield, Chairman; R. Percy Chittenden, Frank Harvey Field, William Chauncy Langdon, and J. Edward Swanstrom.

Committee on the Affairs of the Borough of Queens—Henry L. Bogert, Chairman; George E. Blackwell and Edward M. Franklin.

Committee on the Affairs of the Borough of Richmond—John S. Davenport, Chairman; Russell Bleecker, Horace A. Davis, Ralph McKee, and Daniel Schnakenberg.

Committee on Bridge Problem—William C. Redfield, Chairman; William A. Clark and Lawrence Veiller.

Committee on Dinners and Receptions—James R. Burnet, Chairman; Edward K. Baird, Albert S. Bard, Chas. P. Blaney, Geo. B. Hatch, Electus D. Litchfield, John Nicolson, and R. W. G. Welling.

The special committees formed in the course of the year, to deal with matters which at the time of their appointment were not within the scope of any of the standing committees, have been as follows:

Committee on Arrangements for the Annual Meeting of the National Municipal League—Elliot H. Goodwin, Chairman; Albert

Sprague Bard, Horace E. Deming, Winfred T. Denison, Robert Erskine Ely, Fred S. Hall, George B. Hatch, William B. Howland, Charles Watson McCandless, John Nicolson, and C. H. Fenn.

Committee on Police Trials—Charles H. Strong, Chairman; Joseph G. Deane, George McAneny, and Lawrence Veiller.

Committee on Municipal Courts—William Allaire Shortt, Chairman; Arthur D. Greenfield and Charles P. Blaney.

Several important changes in the By-Laws are to be recorded. Through a series of these changes the annual dues of resident members in the Borough of Manhattan have been advanced from fifty dollars a year to sixty dollars, this amendment becoming effective October 5, 1904, while the dues of junior resident members in the Borough of Manhattan have been advanced from twenty-five dollars to forty dollars, and those of resident members in other boroughs from twenty-five dollars to thirty-five dollars, the amendments in both these cases becoming effective April 5, 1905.

On December 21, 1904, an amendment was adopted permitting the holding of the four regular meetings of the Club at times arranged by the Trustees, instead of upon fixed dates prescribed in the By-Laws themselves, as it was felt that Club meetings should be held when there were matters of current interest to be discussed and that the arbitrary fixing of definite dates on which meetings must be held, irrespective of whether there was any particular occasion for the meeting, tended to make the meetings of the Club of less interest than they should be.

During the year three regular meetings of the Club have been held: The Annual Meeting on April 27, 1904, at which the Club was addressed by Mr. Edward M. Shepard on the Historical Development of the Rapid Transit System, and at which the report of Mr. Norton Goddard concerning the relation of the Western Union Telegraph Company and the pool-rooms was submitted; the meeting of June 1, 1904, at which addresses were delivered by Messrs. William H. Burr, Rudolph Hering, and Robert Grier Monroe on the City's Water Supply; and the meeting of December 16, 1904, at which an address was delivered by Mr. Robert

Grier Monroe, late Commissioner of Water Supply, Gas, and Electricity, on the Recent Lighting Contracts. All of these meetings were well attended.

An amendment to the House Rules was made on May 4th, prohibiting the use of Club stationery in sending communications intended for publication in any newspaper, periodical, or other publication, without the authority of the Board of Trustees.

Respectfully Submitted

For the Board of Trustees,

LAWRENCE VEILLER,
Secretary.

TREASURER'S REPORT

In accordance with Article II, Section 4, of the Constitution, the Treasurer herewith submits his annual detailed statement, showing the financial condition of the Club.

This report covers the first fiscal year of the Club in its new Club-house. It will be seen that there was an excess of expenditures over receipts, amounting to \$9,400.47. This deficit was not unexpected, owing to the larger scale on which it was necessary to plan the Club-house to provide for increased membership and larger activities, and it is gratifying to record, in this connection, that the expectations of growth of membership and house patronage have now been realized so that during the last months of the fiscal year the receipts equal the expenditures.

The expenditures for the year included the extraordinary expenses incident to the removal and establishment of the Club in its new and larger house, such as the cost of new furniture and equipment, new uniforms for the employees, replastering and repapering of rooms in the upper stories, necessitated by leakage from the roof attributed to its hasty completion, and the cost of various alterations of the building and equipment and fixtures found desirable in its increased use.

It is believed, however, that the necessity for extraordinary expenditures has now ceased, and that with the present membership and patronage the Club may reasonably expect to maintain a self-sustaining basis during the current fiscal year.

Respectfully Submitted

CARL L. SCHURZ,
Treasurer.

PRELIMINARY STATEMENT AND SYNOPSIS OF TREASURER'S STATEMENT

EXPENDITURES

Furniture Renewals and Repairs.....	\$ 2,183.88	
Rent.....	14,000.00	
Taxes.....	3,666.65	
Insurance.....	499.54	
Library.....	290.40	
Membership Committee.....	99.35	
Reception ".....	568.85	
House Expenditure.....	97,221.58	
		<u>\$118,530.25</u>

RECEIPTS

Dues.....	\$35,569.50	
Interest on Deposits.....	14.68	
House Receipts.....	72,696.70	
Adjustment of Electric Light Bills.....	848.90	
		<u>\$109,129.78</u>
Excess of Expenditure over Receipts.....	9,400.47	
Deduct Increase in Stock of Supplies on Hand.....	1,066.09	
DEFICIT FOR THE YEAR.....	\$ 8,334.38	

TREASURER'S STATEMENT OF RECEIPTS AND EXPENDITURES

FOR THE YEAR ENDING MARCH 31, 1905

RECEIPTS		EXPENDITURES	
1904.		1905.	
March 31:		March 31:	
Cash on Hand.....	\$ 421.87	New Furniture.....	\$ 3,774.91
Members' Accounts		Baldwin Memorial....	210.20
Receivable.....	9,079.32	Peckham Resolutions	68.50
	\$ 9,501.19		\$ 4,053.61
1905.		Furniture Renewals	
March 31:		and Repairs.....	
Dues.....	\$ 35,569.50	Rent.....	\$ 2,183.88
Interest on Deposits..	14.68	Taxes.....	14,000.00
Library Fund.....	500.00	Insurance.....	3,666.65
Adjustment of Elec-		Library.....	499.54
tric Light Bills.....	848.90	Membership Commit-	290.40
Temporary Loan.....	10,000.00	tee.....	99.35
	\$ 46,933.08	Reception Committee.	568.85
<i>House Receipts:</i>			\$ 21,308.67
Restaurant.....	\$ 39,704.51	Library Fund.....	
Bar.....	8,354.98	\$ 40.30	
Cigars.....	7,621.37	<i>House Expenditures:</i>	
Billiards.....	378.29	Restaurant Purchases.	
Rooms.....	16,637.55	\$ 31,108.00	
	\$ 72,696.70	Bar Purchases.....	
Accounts Payable		6,647.11	
April 1, 1905.....	\$ 29,240.46	Cigar Purchases.....	
Accounts Payable		7,232.87	
April 1, 1904.....	23,320.50	Pay Roll.....	
	\$ 5,919.96	25,448.60	
		Board of Servants....	
		8,851.75	
		Electricity.....	
		6,075.60	
		Fuel.....	
		3,110.00	
		Stationery, Printing,	
		etc.....	
		2,801.00	
		Newspapers.....	
		256.81	
		Laundry.....	
		1,907.43	
		Miscellaneous.....	
		1,370.24	
		Treasurer's Expenses	
		4.15	
		Secretary's Expenses	
		702.78	
		Livery.....	
		1,081.44	
		Telephone.....	
		623.74	
		\$ 97,221.58	
		Cash on Hand.....	
		\$ 527.22	
		Members' Accounts	
		Receivable.....	
		11,899.55	
		\$ 135,050.93	
	\$ 135,050.93		

RESTAURANT

1904.			1905.		
April	Stock on Hand .	\$ 302.10	March 31,	Sales.....	\$39,704.51
1905.			" "	Stock on	
March 31,	Purchases...	31,108.00	Hand.....		394.00
" "	Profit.....	8,688.41			
		<u>\$40,098.51</u>			<u>\$40,098.51</u>

BAR

1904.			1905.		
April 1,	Stock on Hand \$	1,217.10	March 31,	Sales.....	\$ 8,354.98
1905.			" "	Stock on	
March 31,	Purchases...	6,647.11	Hand.....		1,710.62
" "	Profit.....	2,201.39			
		<u>\$10,065.60</u>			<u>\$10,065.60</u>

CIGARS

1904.			1905.		
April 1,	Stock on Hand \$	583.27	March 31,	Sales.....	\$ 7,621.37
1905.			" "	Stock on	
March 31,	Purchases...	7,232.87	Hand.....		1,063.94
" "	Profit.....	869.17			
		<u>\$ 8,685.31</u>			<u>\$ 8,685.31</u>

BALANCE SHEET, MARCH 31, 1905

<i>Assets</i>		<i>Liabilities</i>	
Furniture.....	\$26,465.50	Accounts Payable, Sup-	
Supplies.....	3,168.56	plies, etc.....	\$29,240.46
Members' Accounts....	11,899.55	Library Fund.....	584.70
Due from other sources.	415.73	Loan.....	10,000.00
Cash on Hand and in		Surplus:	
Bank.....	527.22	Balance, April 1,	
		1904... \$10,985.78	
		Deduct De-	
		ficit, year	
		ending	
		April 1,	
		1905... \$ 8,334.38	2,651.40
	<u>\$42,476.56</u>		<u>\$42,476.56</u>

HUDSON CAMPBELL,
Certified Public Accountant.

C. L. SCHURZ,
Treasurer.

FINANCIAL REPORT OF WORKING FUND

FOR THE CALENDAR YEAR, 1904

RECEIPTS

1904.			
January 1.	Cash Balance, January 1, 1904.....	\$ 2,575.06	
	Paid Subscriptions.....	15,285.00	
	Other Receipts.....	45.50	
	Loans of I. N. Seligman, June 8, 1904, and De-		
	cember 31, 1904.....	2,750.00	
	Loan of R. Fulton Cutting, October 28, 1904....	1,000.00	
			<u>\$21,655.56</u>

DISBURSEMENTS

1904.	Salaries:		
	Secretary and Office Force.....	\$10,875.20	
	Collector.....	2,600.00	
	Jas. W. Pryor, Special Appropriation		
	authorized by resolution of		
	Board of Trustees, November 18,		
	1903.....	1,000.00	
			<u>14.475.20</u>
	Printing.....	1,839.07	
	Postage.....	381.01	
	Legislation Committee.....	1,008.07	
	Express, Telegraph, and Messenger Service.....	234.58	
	Stationery and Office Supplies.....	564.32	
	Newspapers and Periodicals.....	130.46	
	Library and Binding.....	54.85	
	General Expenses.....	303.25	
	Karl Bitter, on account of payment authorized by		
	Board of Trustees for Foster Memorial, February		
	17, 1904.....	250.00	
			<u>\$19,240.81</u>

SUMMARY

Receipts.....	\$21,655.56
Disbursements.....	<u>19,240.81</u>
Cash Balance, January 1, 1905.....	\$ 2,414.75

C. L. SCHURZ,
Treasurer,

HUDSON CAMPBELL,
Certified Public Accountant.

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